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ABSTRACT

Survey data from 277 Ohio school districts (43 percent of those queried) are collected here in order to analyze trends in the use of statutory and negotiated benefits and collective bargaining with reference to a similar survey published in 1977. Based on surveys returned, information is organized into separate sections for classroom teachers and for noncertificated employees. An initial brief summary lists significant findings, such as the fact that over 93 percent of the boards negotiate with teachers and about 65 percent negotiate with noncertificated employees. Other findings noted include a decrease in the number of hours spent on negotiations and the number of negotiations that went to impasse, a steady decrease in the number of classroom teachers employed in Ohio, a fluctuation in the number of strikes, and the fact that nearly 60 percent of teachers and 50 percent of noncertificated employees are on continuing contracts. The following topics are covered for both teachers and noncertificated employees: employment and turnover, negotiations, staffing, salaries and scheduling, leaves and absences, grievances, strikes, nonrenewals and reductions in force, and computation of total compensation. Brief narrative analyses accompany graphs summarizing the data. A copy of the survey and a list of districts responding are appended. (MJL)

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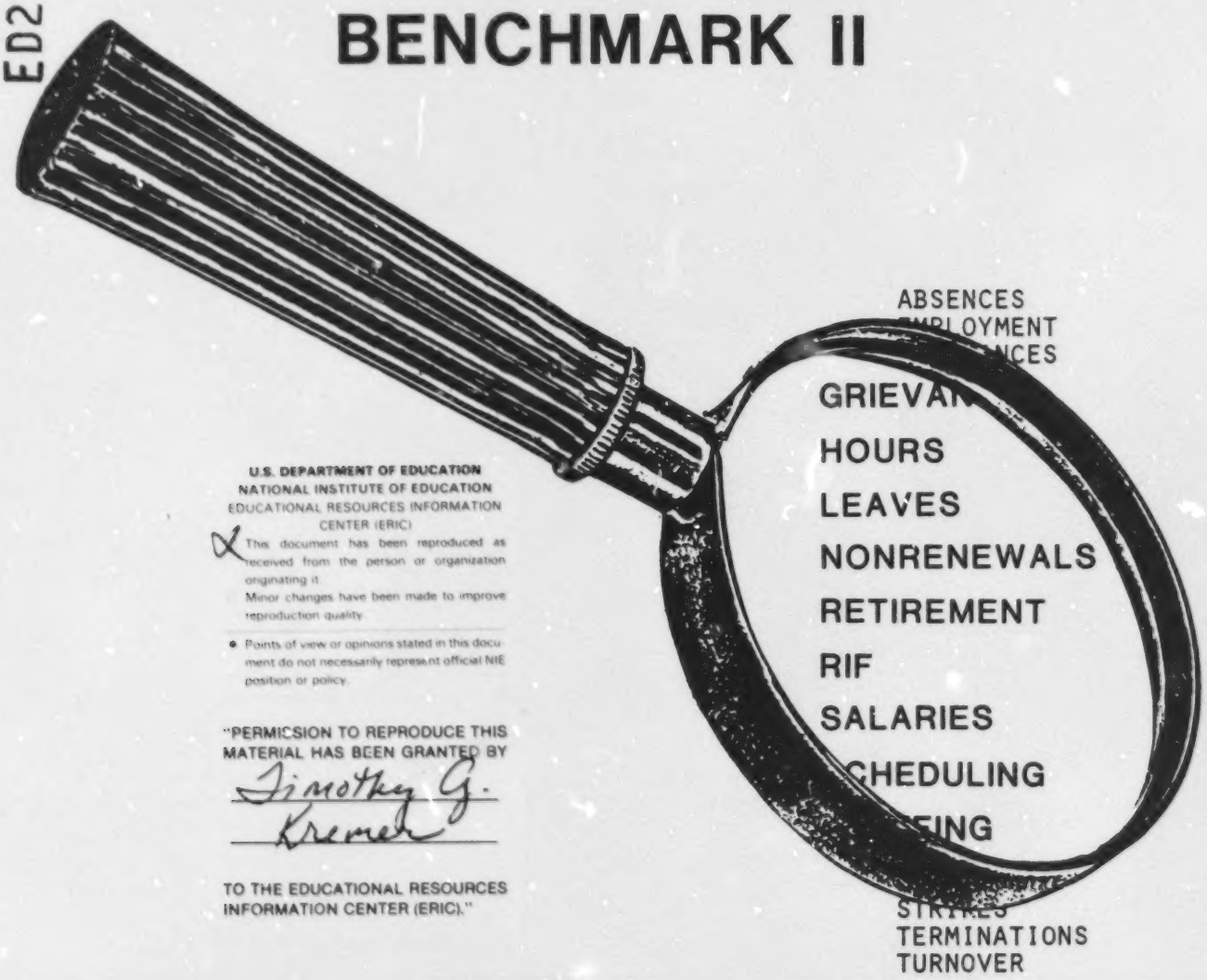
NEGOTIATIONS BENCHMARK II



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A REPORT OF SCHOOL DISTRICT EMPLOYMENT PRACTICES AND COLLECTIVE BARGAINING 1976-77 TO 1981-82

EA 015 928

Published by the Ohio School Boards Association

April 1983

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INTRODUCTION

In 1977, the Ohio School Boards Association published a research report entitled Negotiations Benchmark: Where We Are Today. Based on survey data from 440 Ohio school districts, the purpose of the 197. report was to provide board members, administrators, legislators and other interested parties with a current "benchmark" illustrating the use of statutory and negotiated benefits and collective bargaining practices between school boards and teachers.

In 1983, the importance and impact of collective bargaining is undiminished. The purpose of this report is to plot a second benchmark of collective bargaining between school boards and teachers and analyze the trends which have occurred during the last five years. Additionally, Negotiations Benchmark II will provide an initial indication of negotiations activity between school boards and non-certificated employees.

The data used herein was collected during August and September of 1982. Survey forms were sent to superintendents of all city, local, exempted village and joint vocational school districts (645). In all, 277 (43%) of the questionnaires were returned. Although the response rate was not as high as had been expected, the sample is representative of Ohio school districts. Of Ohio's 88 counties, 76 are represented here. Over 47% of the city districts, 36% of the locals, 50% of the exempted villages, and 59% of the joint vocational school districts responded to the survey. These districts employed 52% of the state's certificated FTE and 48% of the noncertificated FTE, and represent nearly half of the 1981-82 public elementary and secondary school enrollments.

An effort has been made to ensure the reliability of the data. Responses were matched with other available data to validate comparability and reasonableness. Unrealistic or inappropriate data were omitted. These precautions have enabled us to develop carefully documented extrapolations of statewide practices and trends. Nevertheless, the reader should note the hazards involved in the misuse of misapplication of these statistics and to exercise caution to avoid arriving at unwarranted or unreasonable conclusions.

As of this writing, a comprehensive bargaining bill for public employees, SB 133 (Branstool D-31) has been introduced and its passage seems likely. SB 133 makes almost everything subject to negotiations. SB 133 greatly broadens the scope of bargainable issues, mandates binding arbitration and legalizes agency shop provisions and public employee strikes. The information contained in this report will serve as a basis for some very interesting comparisons if the proposals contained in SB 133 are implemented.

SUMMARY OF FINDINGS

From analysis of the surveys and related materials, the following information was gathered and felt to be significant:

1. Over 93% of Ohio's boards of education negotiate with their teachers and about 65% of the school boards negotiate with their noncertificated employees.

2. Collective bargaining sophistication and the fact that fundamental contract provisions have already been settled for several years has resulted in a noticeable decrease in the number of hours spent on negotiations and the number of negotiations which went to impasse.

3. The number of classroom teachers in Ohio is steadily decreasing. In 1982, an average of 5 teachers were newly employed in a school district, but about 10 teachers had left the district. The number of noncertificated employees is slowly decreasing. Attrition appears to be the largest single factor contributing to reduced staffing levels.

4. Teachers' average salary during the 1982-83 school year is $20,191 which is equivalent to a per diem rate of $109.73 (184 days) or an hourly rate of $15.67 (7 classroom hours). The average salary for noncertificated employees was $11,789 which, for a full-time employee, equals $45.34 per day (260 days) or an hourly rate of $5.66 (8 hours).

5. It is estimated that, in 1981-82, Ohio school districts' salary costs for paid leaves and absences (excluding sabbatical leaves and vacations) was over $96 million for teachers and $25 million for noncertificated employees. In addition, districts paid over $22 million for substitute teachers and $15 million for employee substitutes.

6. The board of education remains the most frequent final step in the negotiated grievance procedure for both teachers and noncertificated employees. However, agreement to use binding arbitration as the final step is rapidly increasing. Nevertheless, grievances are more than ever being settled at the initial or intermediate steps. In particular, the building principal's role in resolving grievances has increased dramatically over the last 5 years.

7. The number of strikes by teachers and noncertificated employees has fluctuated over the last five years. The average duration of a strike (with the exception of those during 1981-82) is becoming longer. Nevertheless, from 1976 through 1982, only three school districts actually closed their doors and made up days lost following the settlement of a strike.

8. Of the districts surveyed, nearly 60% of the classroom teachers and 50% of the noncertificated employees are on continuing contracts. About 6% of all Ohio teachers and about 5% of all noncertificated employees were nonrenewed or RIF'd following the 1981-82 school year. An average of 2.8 teachers and 2.4 noncertificated employees retired per district.

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PART A: CLASSROOM TEACHERS

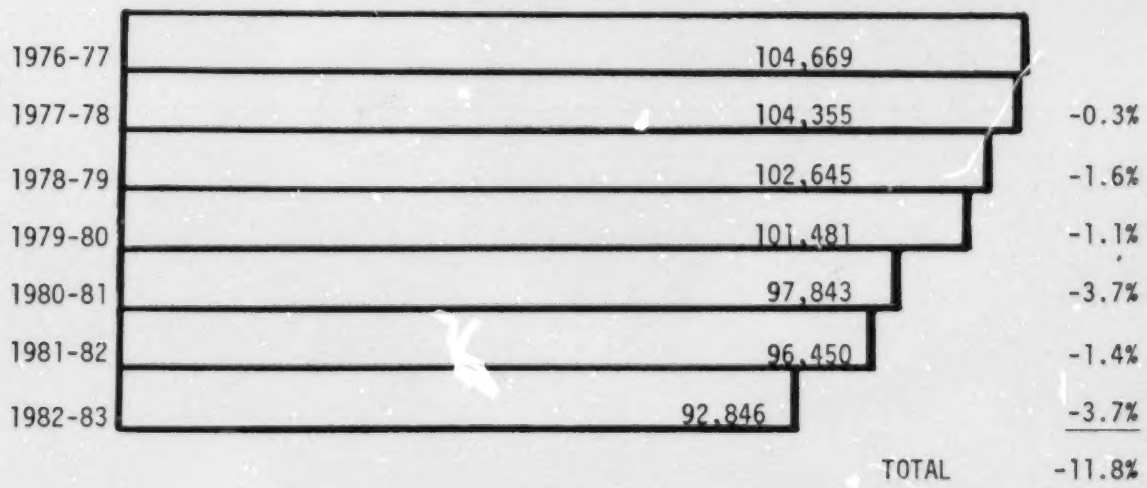
EMPLOYMENT AND TURNOVER

The number of classroom teachers in Ohio peaked during the 1976-77 school year. Since then, the number of teachers, as well as students, has decreased each year and projections for the rest of the decade predict a steady decline in total enrollment. It appears, therefore, that the total number of teachers working in Ohio's public schools will continue to diminish.

As a result of declining enrollment and program cuts, the 1981-82 school year marked a significant drop in the number of newly employed teachers. An average of 5 teachers were hired in a school district in 1981-82, but only 2 of the 5 teachers were joining the teaching ranks for the first time. The remaining 3 newly hired teachers were being reactivated or were moving from a teaching position in another district. During the same period, about 10 teachers left the district's employment. Attrition, therefore, seems to be one of the largest factors now contributing to reduced staffing levels.

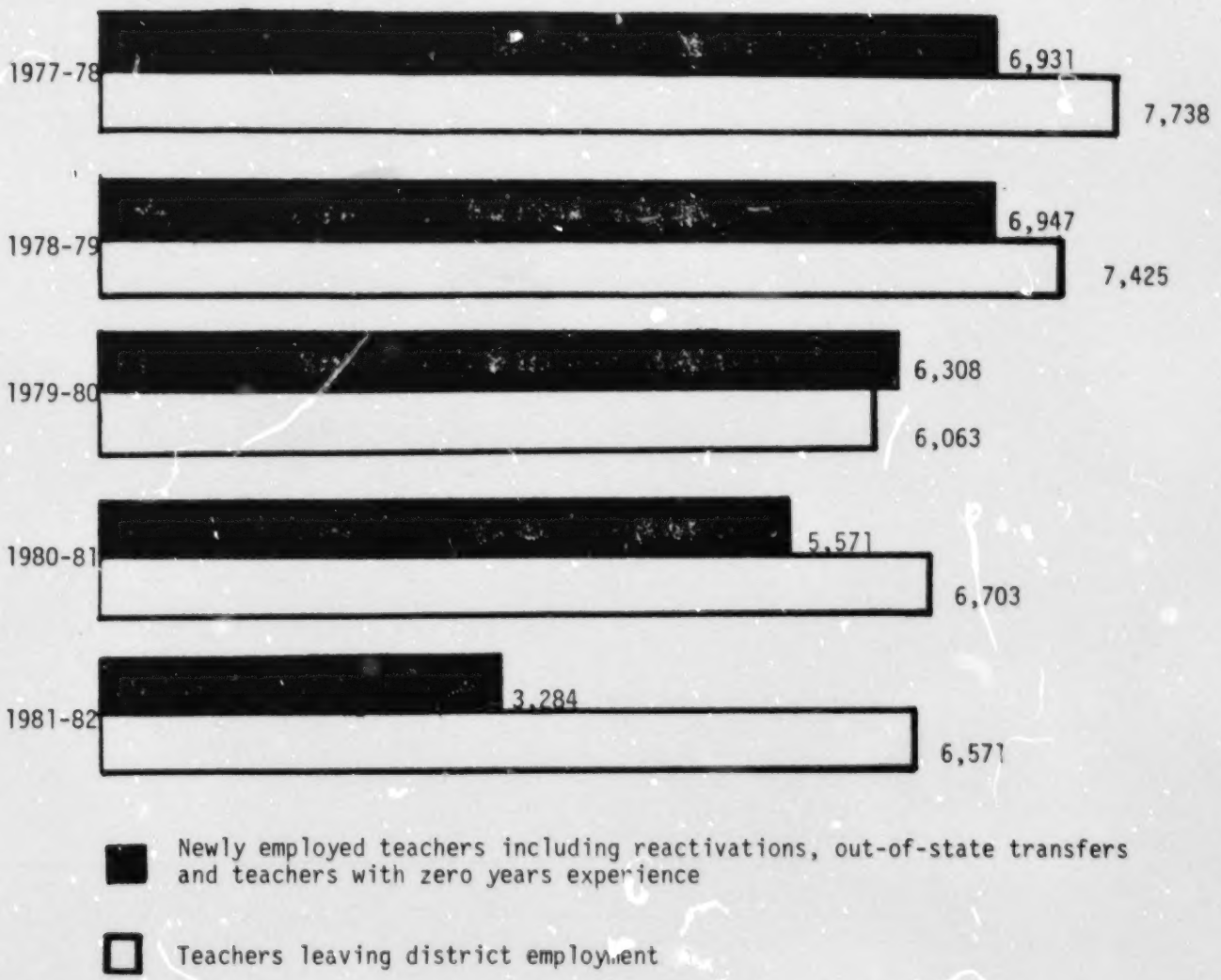
State law requires school districts to adopt a severance pay policy providing a minimum of one quarter of 120 days of accrued but unused sick leave. This study found that in 1981-82 teacher severance pay costs averaged $12,182 per district. Given that an average of 2.8 teachers retired per district, the average severance pay per teacher was approximately $4,350.

NUMBER OF CLASSROOM TEACHERS IN OHIO



Source: Ohio Department of Education, Division of Computer Services and Statistical Reports

NUMBER OF NEWLY EMPLOYED TEACHERS AND NUMBER OF TEACHERS LEAVING DISTRICT EMPLOYMENT



Source: Ohio Department of Education, Division of Teacher Education and Certification

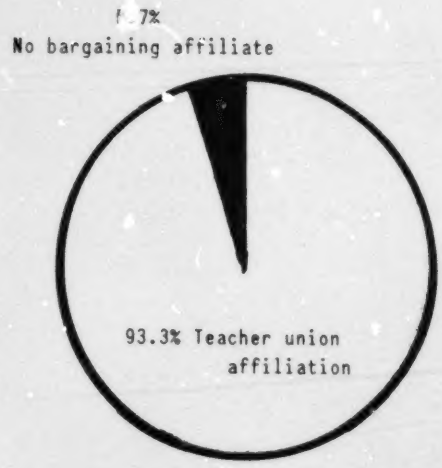
NEGOTIATIONS

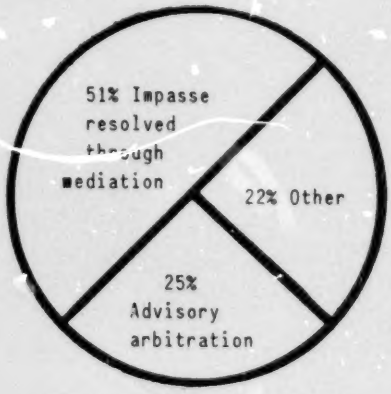
Over 93% of Ohio's school boards negotiate with their teachers. The school board's chief negotiator is most often the superintendent, followed by an outside negotiator, another administrator and, finally, a board member. These are the same rankings reported in 1977.

The total number of individual hours spent on preparation and conduct of teacher negotiations appears to be significantly less than five years ago. Nevertheless, excluding the hours spent by the board of education, the average district devoted more than four and one-half weeks of administrative and clerical time to teacher negotiations.

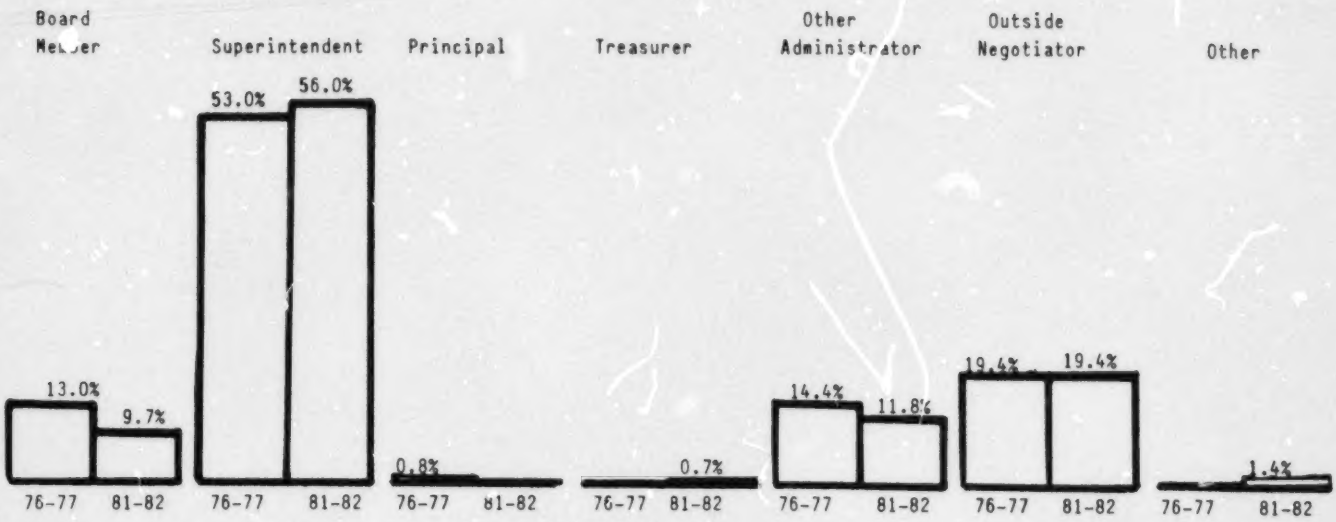
During the 1981-82 school year, costs for preparation and distribution of the negotiated agreement averaged over $600 per district. Professional fees related to preparation or conduct of negotiations averaged about $6,800 and ranged as high as $25,000.

A noticeable shift has occurred in the number of negotiations which went to impasse. In 1976-77, impasse was reached over 21% of the time. Statistics for 1981-82 indicate that only about 11% of the teacher negotiations reached impasse. Collective bargaining sophistication by both sides and the fact that fundamental contract provisions have already been settled for several years are two possible reasons for the decreasing number of impasses. During 1981-82, mediation was the most frequent form of impasse resolution.

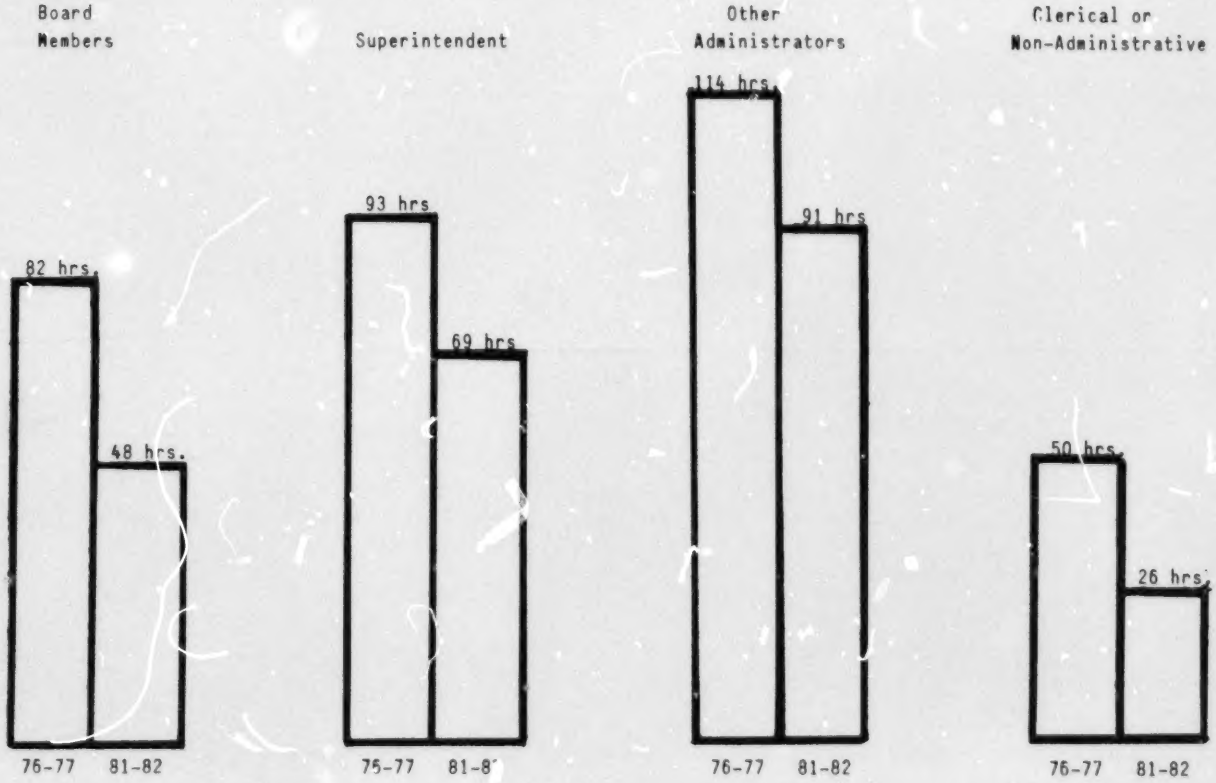




SCHOOL BOARD'S CHIEF NEGOTIATOR



AVERAGE HOURS SPENT TO PREPARE AND CONDUCT NEGOTIATIONS WITH CLASSROOM TEACHERS



STAFFING, SALARIES AND SCHEDULING

Until the 1976-77 school year, school districts were hiring additional teachers at the same time student enrollment was dropping statewide. Legislative mandates regarding pupil/teacher ratios, education programs for handicapped students and other special programs contributed to this phenomena. Since that time the number of teachers has steadily been decreasing, yet the current statewide pupil/teacher ratio is still lower than in 1976-77.

The first Benchmark report indicated that school districts spent $1,309,524,869 on salaries for classroom teachers. In 1982-83, salaries for 11.8% fewer teachers cost districts $1,954,565,477--an increase of over $645 million.

Today, the average salary for a classroom teacher is $20,191 which is equivalent to a per diem rate of $109.73 (184 days) or an hourly rate of $15.67 (7 classroom hours). The average fringe benefit cost for a teacher is $2,556. Since salaries and fringe benefits already comprise about 90% of a school district's budget, continued increases in this area will make it very difficult for districts to provide additional programs or make budget adjustments.

Data gathered on the length of the work year, including parent/teacher conferences and required meeting days, indicates that 90% of Ohio's teachers worked 185 days or less during 1981-82. Over 70% of the districts have 183-185 work days per year. The most common work year is 184 days (35.4%). The number of hours in the teachers' work day for those districts surveyed averaged 7 hours and 3 minutes.

PUPIL/TEACHER RATIO

YEAR	ENROLLMENT	FULL-TIME TEACHERS	RATIO
1976-77	2,244,564	104,669	21.4
1977-78	2,177,221	104,355	20.9
1978-79	2,097,669	102,645*	20.4
1979-80	2,020,154	101,481*	19.9
1980-81	1,907,490	97,843*	19.4
1981-82	1,887,264	96,450*	19.5
1982-83	1,884,418	92,846*	20.2

*Full-time Equivalents

Current Average Daily Rate of Pay for a Classroom Teacher = $ 109.73

Current Average Hourly Rate of Pay for a Classroom Teacher = $ 15.67

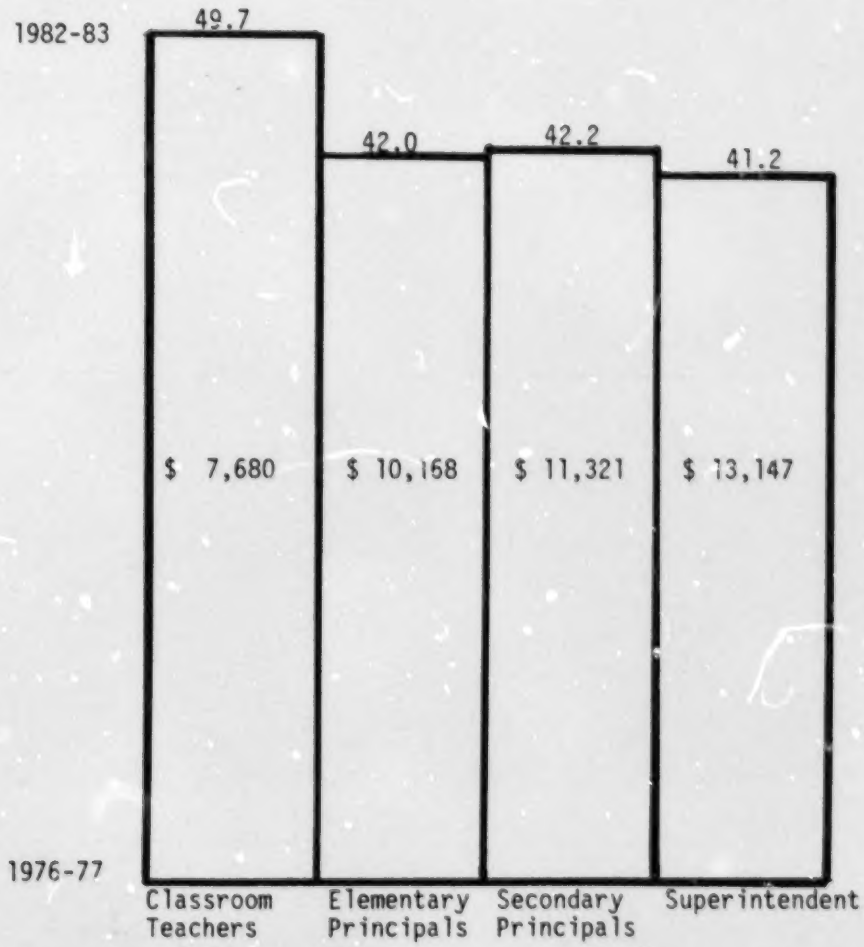
Source: Ohio Department of Education, Division of Computer Services and Statistical Reports

AVERAGE TEACHER SALARIES

YEAR	ALL TEACHERS	BACHELOR		5 YRS. TRAINING		MASTER	
		STATE MIN.	ACTUAL AV.	STATE MIN.	ACTUAL AV.	STATE MIN.	ACTUAL AV.
82-83	$ 20,191	$ 11,500	$ 12,333	$ 11,937	$ 13,351	$ 12,592	$ 13,590
81-82	18,561	10,500	11,522	10,899	12,325	11,497	12,704
80-81	16,890	10,100	10,918	10,483	11,325	11,059	12,004
79-80	15,270	9,500	NA	9,861	NA	10,402	NA
78-79	14,280	8,900	NA	9,238	NA	9,745	NA
77-78	13,306	8,400	NA	8,719	NA	9,198	NA
76-77	12,511	7,900	NA	8,200	NA	8,650	NA

Source: Ohio Department of Education, Division of Computer Services and Statistical Reports.

TOTAL % AND DOLLAR GROWTH



LEAVES AND ABSENCES

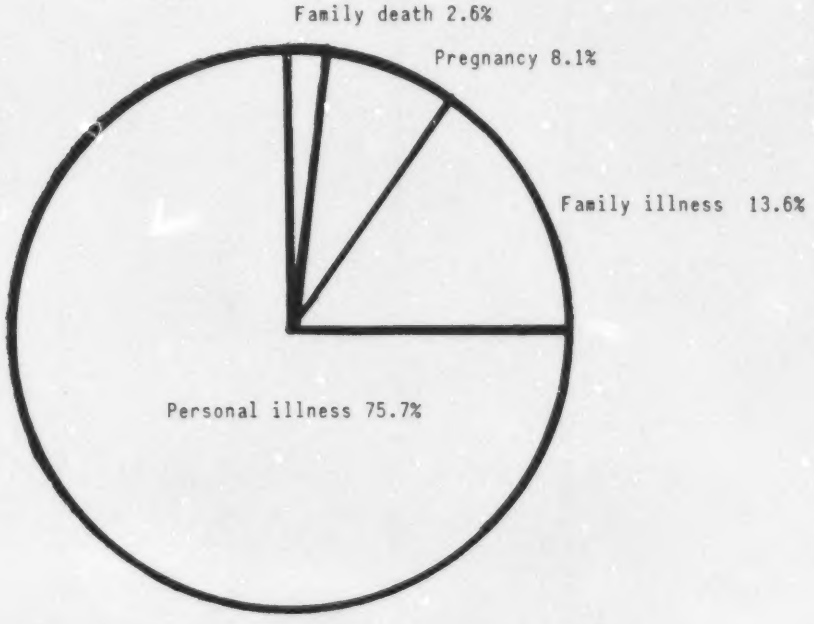
Statutory and negotiated leave and absence provisions are an integral part of a teachers' total compensation. They can add hundreds of dollars to the cost of employing each teacher. Although there are state minimum requirements in the areas of sick leave and severance pay, many districts have policies which exceed the minimums.

By far the most commonly used type of leave is sick leave. During the 1981-82 school year classroom teachers used over 675,000 days of sick leave. The school districts surveyed averaged over 1,040 teacher sick days resulting in an average of 7 sick days per teacher during the 1981-82 school year.

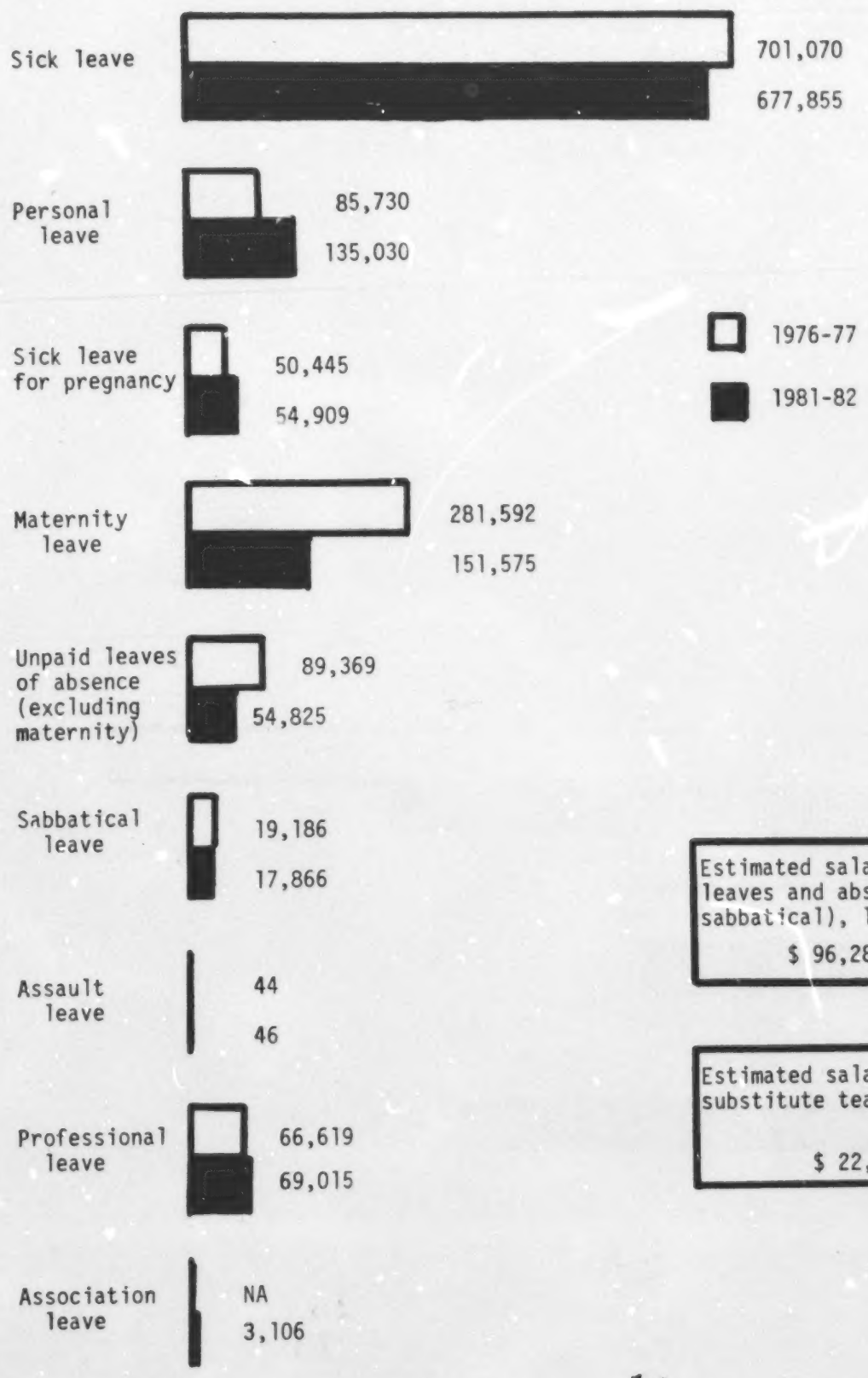
Most uses of leave are either below or about the same as 1976-77 levels. The use of maternity leave and unpaid leaves of absence, in particular, was much lower in 1981-82 than 5 years earlier. On the other hand, a large growth has occurred in the use of personal leave among teachers. In 1976-77, it was reported that 85,730 days of personal leave had been taken. In 1981-82, with teacher staffing level down by 8.1%, over 135,000 days of personal leave were granted -- an increase of 57%. Most districts have personal leave policies granting up to three days, two of which are usually restricted to specific reasons. Less than 10% of the districts allow teachers to accumulate personal leave.

All leaves and absences combined resulted in over 1.1 million days of absence for Ohio's classroom teachers during the 1981-82 school year. Teachers received over $96 million in salary and benefits for days they were not performing services for their school district. In addition, districts paid over $22 million for substitute teachers to replace the regular teachers who were absent.

USES OF SICK LEAVE



STATEWIDE USE OF LEAVES (DAYS)



Estimated salary costs for paid leaves and absences (excluding sabbatical), 1981-82

$ 96,286,000

Estimated salary costs for substitute teachers, 1981-82

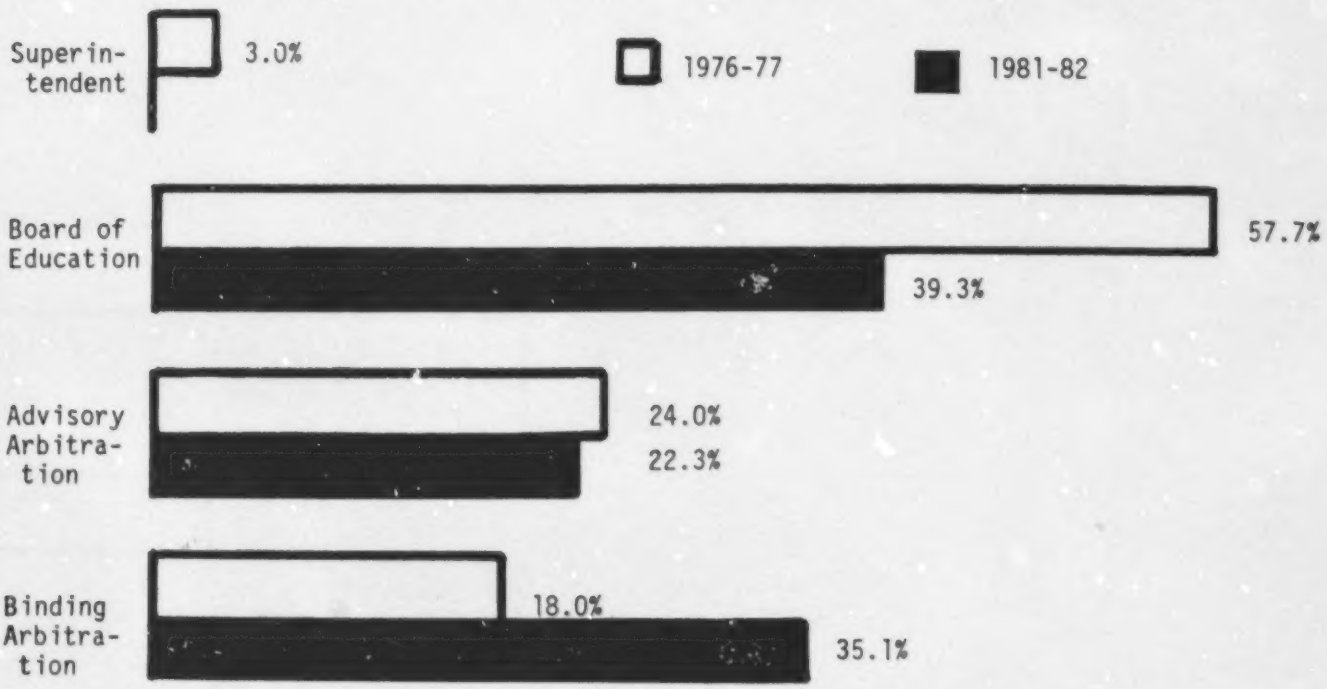
$ 22,430,000

GRIEVANCES

Nearly every negotiated teacher contract now contains a grievance procedure. Over 57% of the districts surveyed reported no teacher grievances were filed during the 1981-82 school year. In 90% of the districts 3 or less grievances were filed in the 1981-82 school year. On the other hand, the total number of grievances filed per year is up 60% over the 1976-77 level. One district, in fact, reported 150 grievances during the 1981-82 school year.

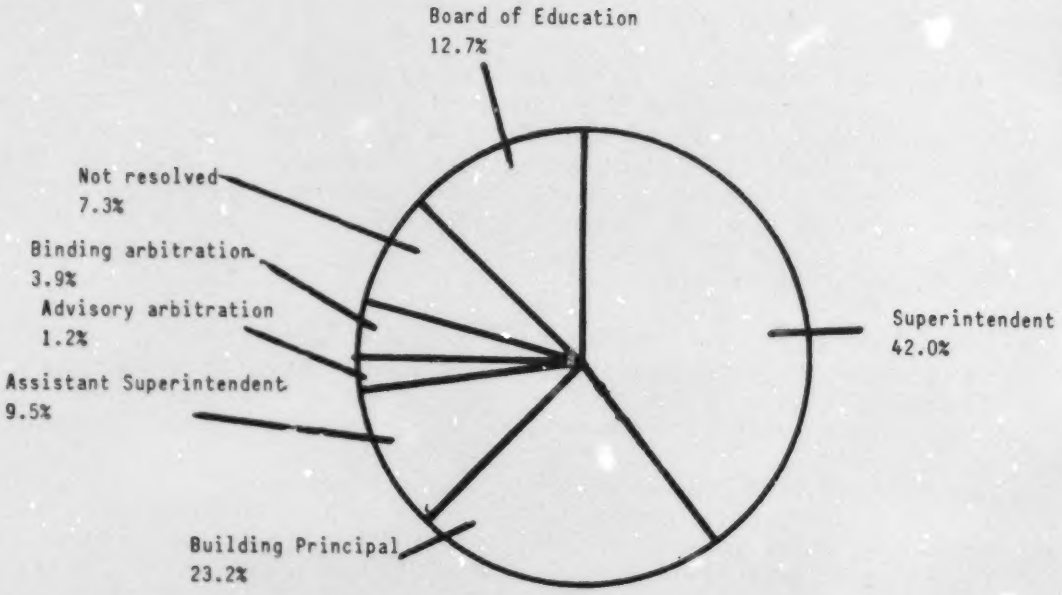
Although the board of education remains the most frequently negotiated final step in the grievance procedure, of those districts surveyed, the number with binding arbitration as the final step is rapidly increasing. Negotiated final step procedures notwithstanding, grievances are more than ever being settled at the initial or intermediate levels. The building principal's role in resolving grievances has increased dramatically over the last 5 years. Building principals now resolve over 40% of all teacher grievances. About 3% of the grievances reported resulted in a lawsuit being filed after the final step.

FINAL STEP OF NEGOTIATED GRIEVANCE PROCEDURE

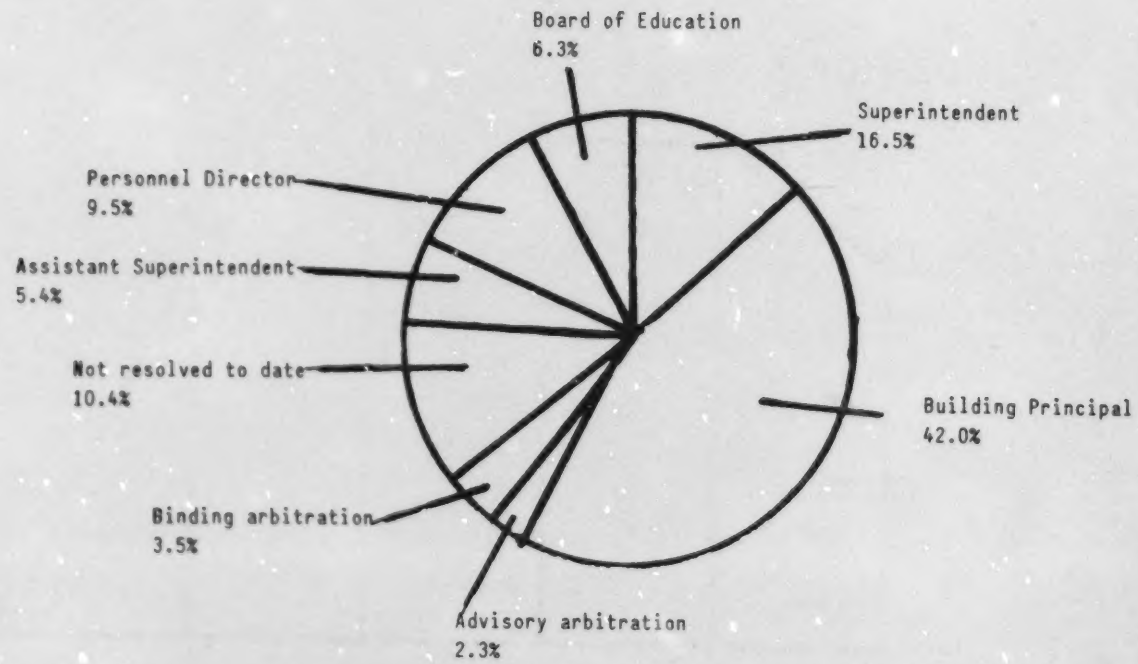


GRIEVANCE SETTLEMENT

1976 - 77
Number Filed - 760



1981 - 82
Number filed - 1,200 (est.)



STRIKES

Since the first school strike in Ohio in the 1964-65 school year, there have been 258 teacher strikes in Ohio school districts. In the last five years, the number of strikes has fluctuated from a high of 25 in 1979-80 to a low of 1 in 1981-82. The highest number of teacher strikes ever (30) occurred in the 1973-74 school year.

The average length of a strike has increased dramatically. Roger Lulow, Deputy Superintendent of Cleveland Public Schools, recently wrote that "the average length of a strike is in part a function of the nature of the issues being bargained. Early strikes focused on recognition of bargaining units while strike issues in the early to mid-seventies revolved around salary demands. Recent strikes have, in large part, centered around philosophical and management control issues which are frequently more difficult to compromise than recognition or financial differences."[1]

School boards and administrators, with the help of non-striking teachers and substitutes, have generally been successful at keeping schools open during teacher strikes. In the last five years, only three school districts actually closed their doors and made up days lost following the settlement of the strike.

According to Ohio Department of Education data, average daily attendance during a strike fluctuates from 10% to 95% of the student population. In general, attendance rates tend to increase as the strike continues. Broader questions regarding effects of strikes on academic achievement continue to be researched.

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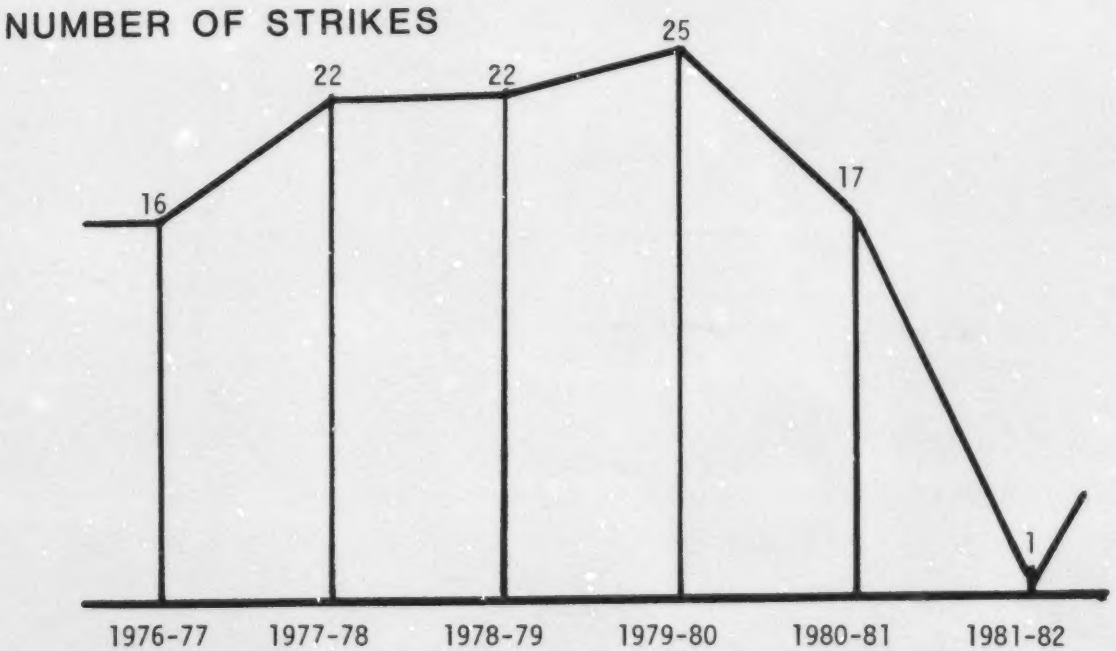
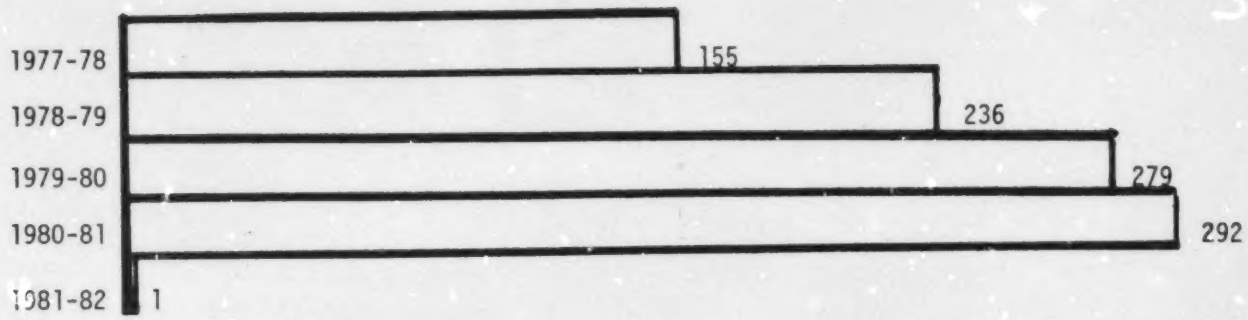
[1]Roger J. Lulow, "The Effect of School Employee Strikes on Student Achievement in 29 Ohio School Districts from 1976-77 to 1980-81." Diss. Kent State University, 1983, p.23.

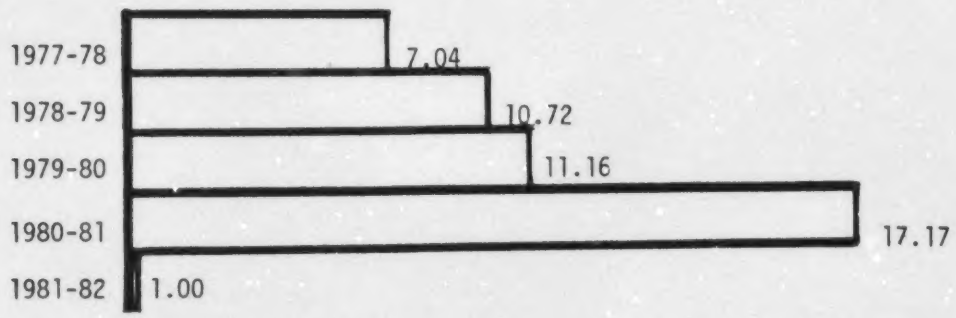


Source: "Ohio School Strike," Unpublished data, Ohio Department of Education

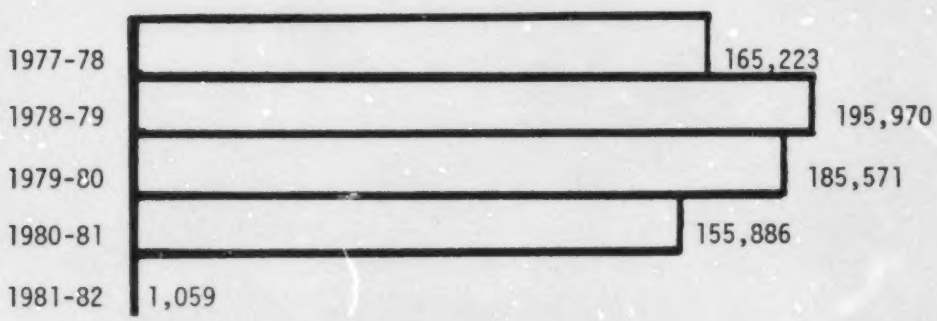
WORK DAYS LOST



AVERAGE DAYS PER STRIKE



NUMBER OF PUPILS AFFECTED



Source: "Ohio School Strikes," Unpublished data, Ohio Department of Education, 1982.

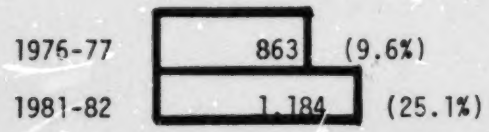
NONRENEWALS AND RIF

Declining enrollment, budget cuts, and economic uncertainty have focused a great deal of attention onto the issues of teacher nonrenewals and reductions-in-force (RIF). For purposes of clarification, a nonrenewal occurs when a district elects not to renew a teacher's limited contract following the contract's expiration; a RIF occurs when a district suspends a teacher's contract prior to the expiration of the contract.

Although teacher unions were predicting that layoffs would rise to levels not reached since the Great Depression, this survey, as well as another OSBA survey conducted in April 1982, estimates that only about 6% of all teachers in Ohio were nonrenewed or RIF'd during the 1981-82 school year. Reasons given for the smaller-than-expected number of teacher furloughs include staff reductions taking place through attrition rather than layoffs, and the willingness of unions to tradeoff economic gains for increased job security.

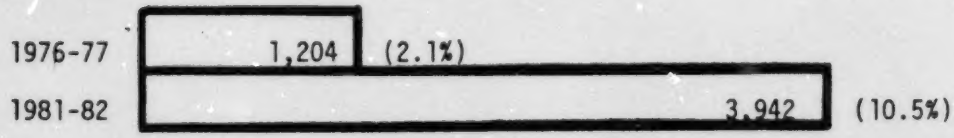
Today, nearly 60% of all classroom teachers in Ohio are tenured (compared to 37% in 1977). Obviously those vulnerable to nonrenewal and most likely to be RIF'd first are the 40% of the teachers on limited contracts. Those hardest hit were the newly hired teachers on one-year limited contracts. Overall, there were about 8 nonrenewals per district in 1981-82. The average RIF was less than 2 teachers per district.

NONRENEWED FIRST YEAR TEACHERS (% OF NEWLY EMPLOYED)

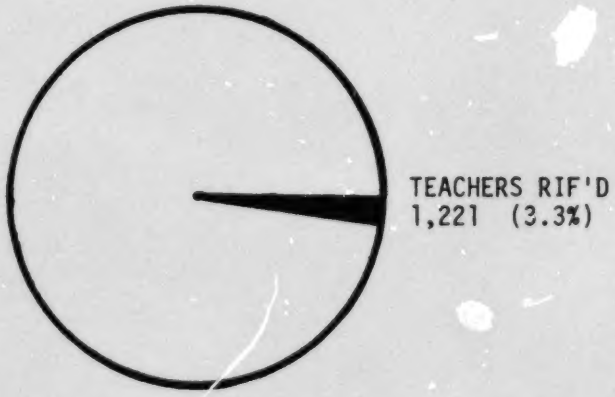


NONRENEWED NON-FIRST YEAR TEACHERS

(% OF LIMITED CONTRACTS)



1981-82 REDUCTIONS-IN-FORCE (% OF LIMITED CONTRACTS)



COMPUTATION OF TOTAL COMPENSATION

A teacher's base salary is the only direct reimbursement an employee receives. The total compensation package is significantly greater than his/her take-home pay. These other forms of compensation or "fringe benefits" are deceiving in that their financial impact is rarely discussed or listed along with the salary. Nevertheless, each benefit carries a direct cost to the employer for each employee.

The table on the opposite page lists some of the cost items, in addition to salary, incurred by a school district for the average classroom teacher during the 1982-83 school year. Other employer costs could include supplemental contracts, educational reimbursements and unemployment compensation. Note that the base salary accounts for only about 80% of the total compensation package.

Average Classroom Teacher Salary, 1982-83	$ 20,191
Average Retirement Contribution (13.5% Employer Contribution)	2,726
Workers' Compensation Premium	111
Insurance Benefits (state average)	2,556
Hospitalization Major Medical Life Prescription drugs Dental Optical Long-term disability Liability	
Cost of Substitute Teacher for Absences (survey average)	232
Severance Pay Liability (per year) (survey average)	120
TOTAL	$ 25,935

PART B: NONCERTIFICATED EMPLOYEES

EMPLOYMENT, NONRENEWALS, TERMINATIONS, RIF AND RETIREMENT

The number of noncertificated full-time equivalents working in Ohio school districts has been decreasing since the 1979-80 school year due to declining enrollment and school closings. The present turnover rate is about 8%.

The Benchmark II survey found about half of the noncertificated FTE's were on continuing contracts. As with the teachers, noncertificated employees on limited contracts were somewhat vulnerable to nonrenewal or RIF during the last few years. After the 1981-82 school year, an average of 2.1 limited contracts were nonrenewed per district, while an average of 2.4 employees were RIF'd. Only about 1 out of 100 noncertificated employees were terminated.

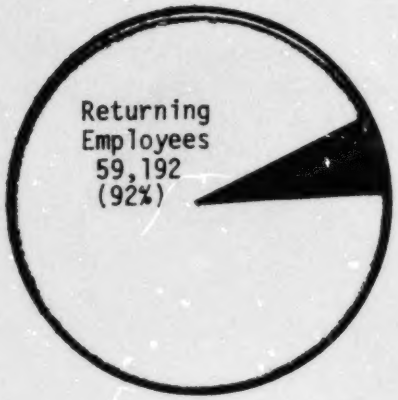
The number of retirements has remained fairly constant. In 1981-82, an average of 2.4 school employees retired per district. Severance pay policies treat noncertificated employees about the same as teachers, however, the former usually have less accrued but unused sick leave. A district average of $2382 was spent on noncertificated employees' severance pay costs during 1981-82. This amounts to about $1000 per employee (compared to approximately $4000 per teacher).

In order to replace the employees who had for one reason or another left the district, an average of 7.7 employees were hired (or reactivated) during the 1981-82 school year.

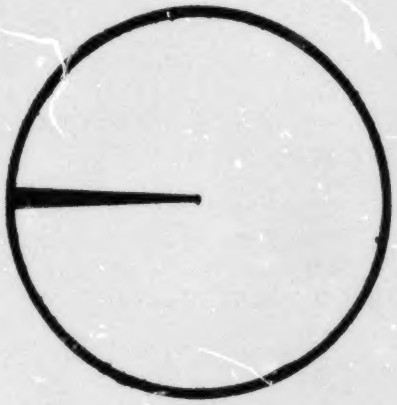
NUMBER OF NONCERTIFICATED EMPLOYEES (FTE)

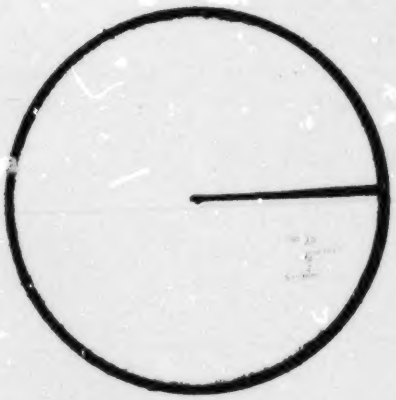
Source: Ohio Department of Education, Division of Computer Services and Statistical Reports

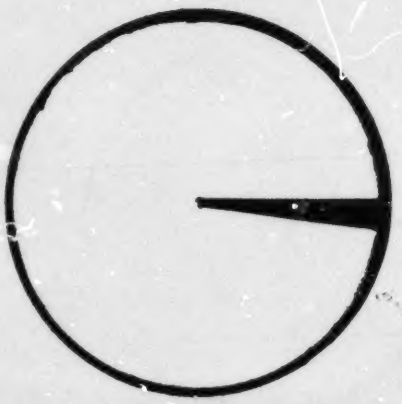
NONCERTIFICATED EMPLOYEES , 1981-82

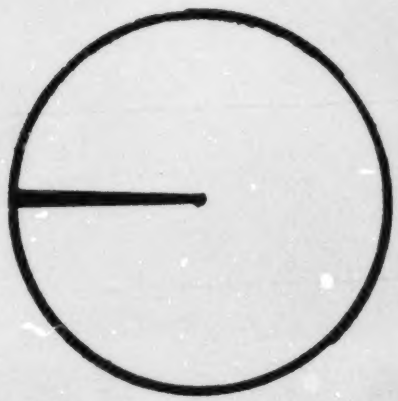


Newly Employed
5,147 (8%)



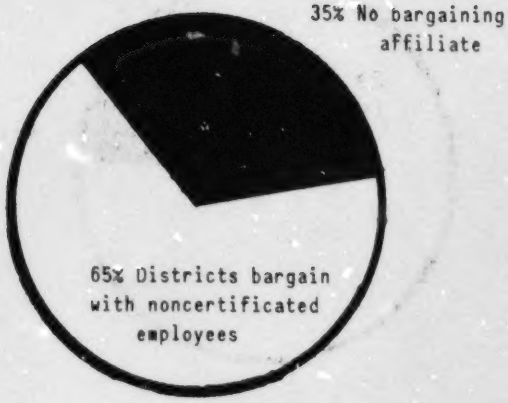




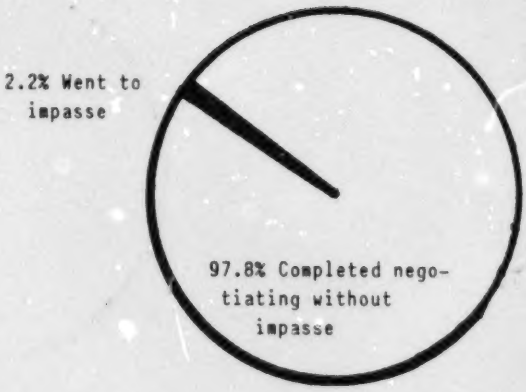


NEGOTIATIONS

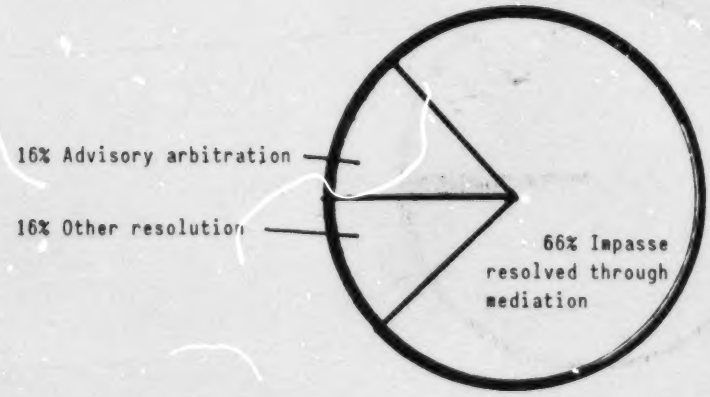
About 65% of Ohio School districts negotiate collective bargaining agreements with their noncertificated employees. The board's chief negotiator is most often the superintendent. Other administrators, outside negotiators and board members also serve as chief negotiators on a much less frequent basis.



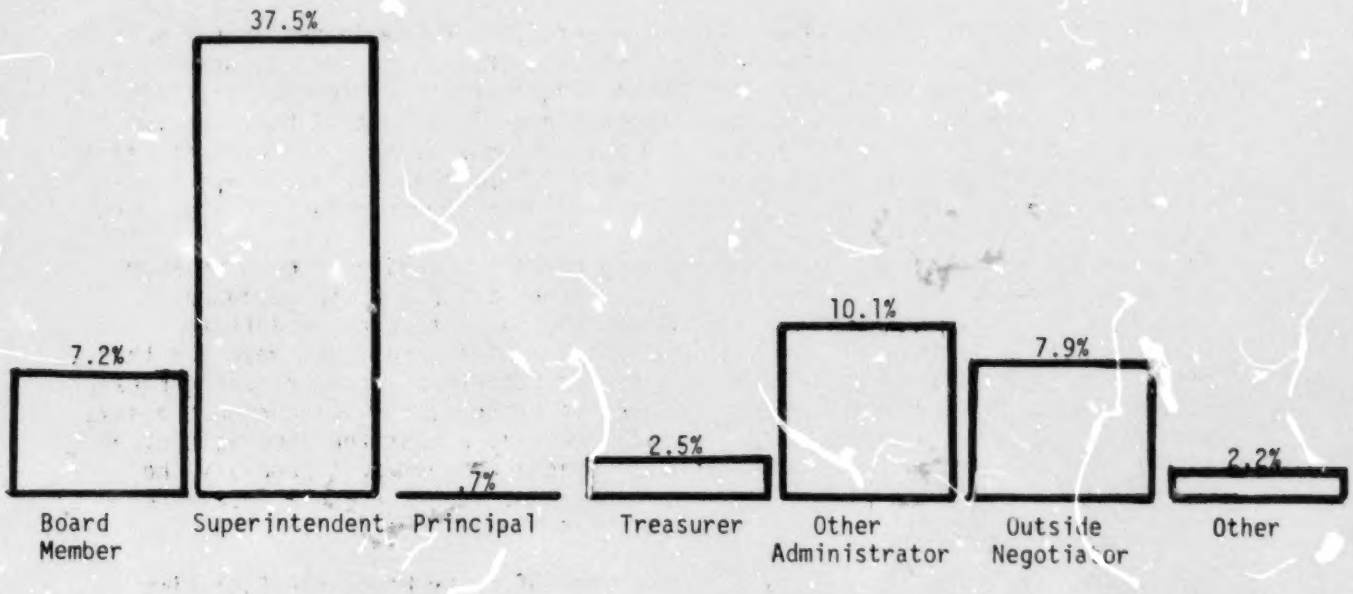
Impasse is a relatively infrequent occurrence during contract negotiations with noncertificated employees. Statistics for 1981-82 indicate that impasse was reached in only about 2% of the employee negotiations. Mediation was used most often to resolve these impasses.



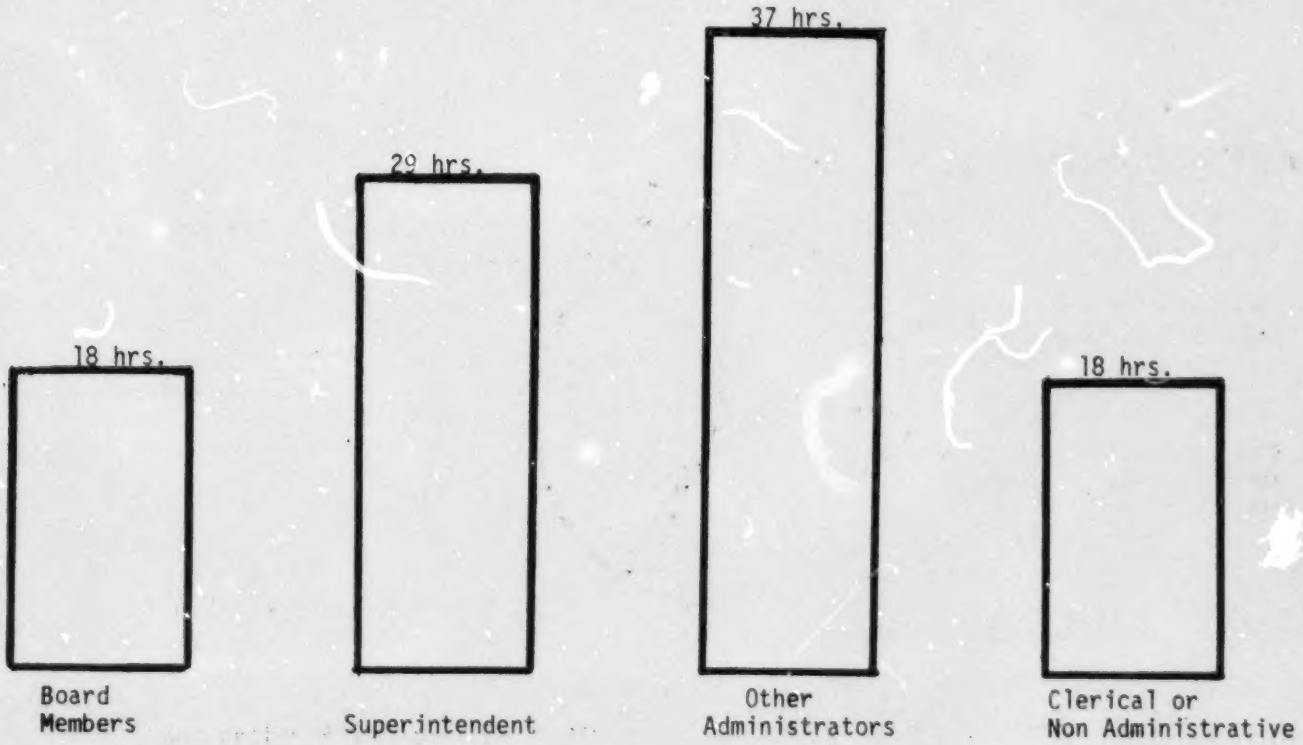
Although collective bargaining is always a time-consuming process, much less time is spent on negotiations with noncertificated employees than with teachers. Whereas an average of 234 individual hours of board member, administrative and clerical time was devoted to teacher negotiations, an average of only 101 hours were spent on negotiations with noncertificated employees.



SCHOOL BOARD'S CHIEF NEGOTIATOR



AVERAGE HOURS SPENT TO PREPARE AND CONDUCT NEGOTIATIONS WITH NONCERTIFICATED EMPLOYEES



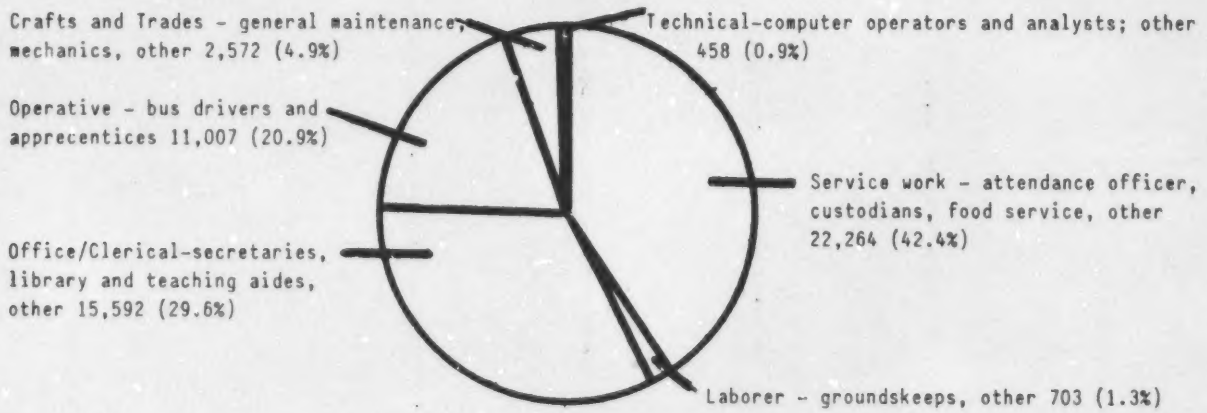
STAFFING, SALARIES AND SCHEDULING

The Ohio Department of Education groups noncertificated employees into six general categories: technical, office/clerical, crafts and trades, operative, laborer, and service work. The assignments within these categories are both manual and nonmanual. Training requirements range from several hours to two years post-high school education. There are no legislatively mandated staffing ratios, although certain mandatory services, such as transportation and food services for needy children, are normally staffed by noncertificated employees.

Salaries for noncertificated employees vary greatly, ranging from about $6000 for part-time food service workers to an average of $22,000 for computer programmer/analysts. Annual salary changes also vary to a great extent. Whereas technical personnel had averaged about a 5% increase per year for the last four years (albeit starting with a higher base than the other categories), laborers have commanded an annual increase averaging nearly 11% during the same period. Today, the average salary for a laborer is almost the same as that of a technical employee. High turnover of technical employees is probably the main reason. Employees specializing in crafts and trades are now receiving the highest average salary among noncertificated employees.

O.R.C. 3319.086 specifies a standard work week of forty hours for full-time nonteaching school employees, but authorizes the school board to establish a shorter work week. Employees working more than forty hours are to receive not less than their regular rate of pay or be granted compensatory time. The provisions do not extend to noncertificated administrators or supervisors.

STAFF COMPOSITION , 1982-83


Crafts and Trades - general maintenance, mechanics, other 2,572 (4.9%)
Technical-computer operators and analysts; other 458 (0.9%)
Operative - bus drivers and apprecentices 11,007 (20.9%)
Service work - attendance officer, custodians, food service, other 22,264 (42.4%)
Office/Clerical-secretaries, library and teaching aides, other 15,592 (29.6%)
Laborer - groundskeeps, other 703 (1.3%)

Source: Ohio Department of Education, Division of Computer Services and Statistical Reports

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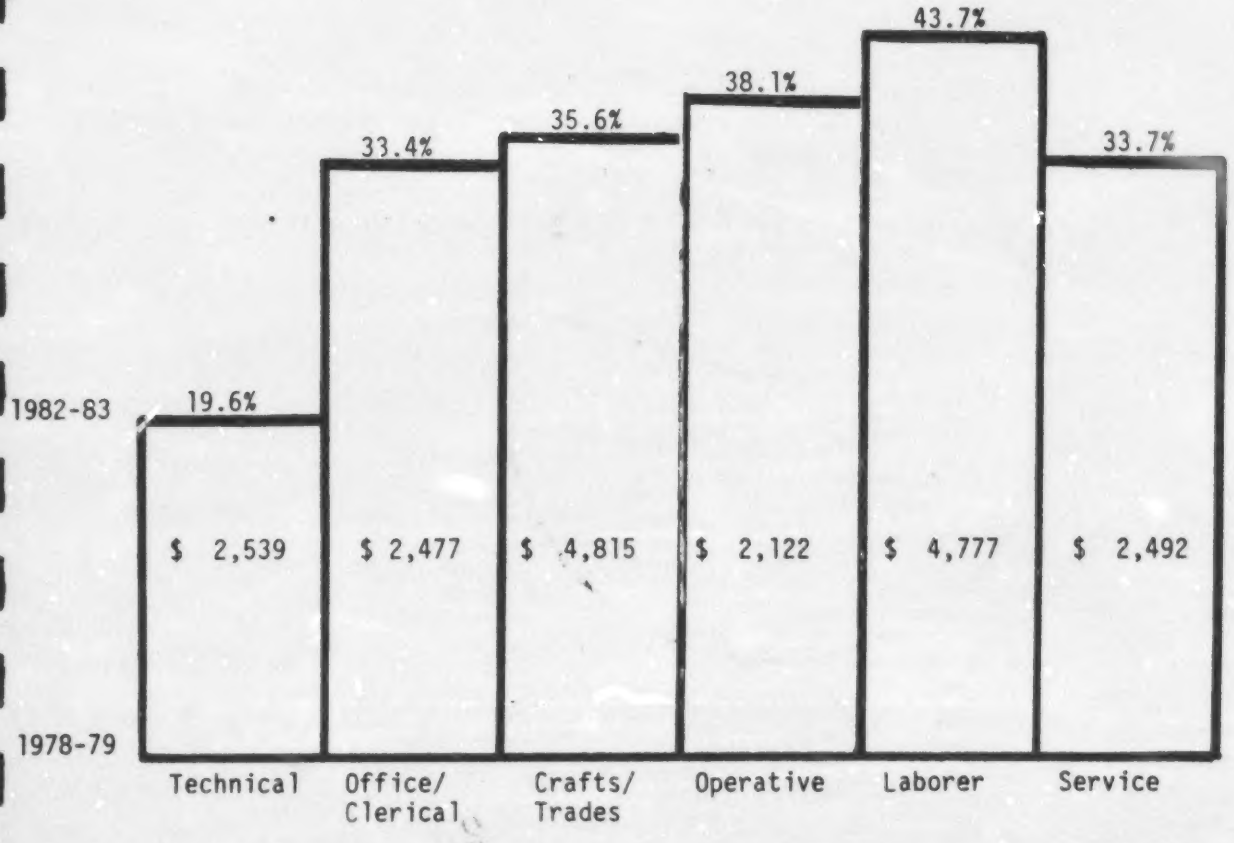
AVERAGE SALARIES AND % CHANGES

YEAR	TECHNICAL	OFFICE/ CLERICAL	CRAFTS/ TRADES	OPERATIVE	LABORER	SERVICE
1978-79	$ 12,203	$ 6,558	$ 11,903	$ 4,897	$ 9,346	$ 6,610
1979-80	12,712 (4.2%)	6,967 (6.2%)	12,984 (9.1%)	5,395 (10.2%)	10,718 (14.7%)	7,078 (7.1%)
1980-81	13,340 (5.6%)	7,795 (11.9%)	14,562 (12.2%)	6,302 (16.8%)	11,947 (11.5%)	7,697 (8.7%)
1981-82	14,767 (10.0%)	8,420 (8.0%)	15,831 (8.7%)	6,575 (4.3%)	13,310 (11.4%)	8,576 (11.4%)
1982-83	14,742 -(0.2%)	9,035 (7.3%)	16,718 (5.6%)	7,019 (6.8%)	14,123 (6.1%)	9,102 (6.1%)

TOTAL % AND DOLLAR GROWTH



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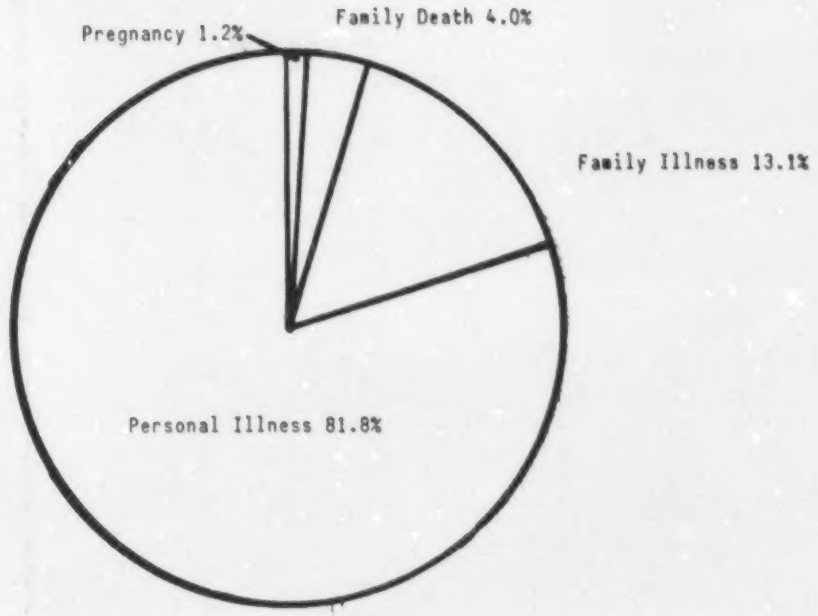
LEAVES AND ABSENCES

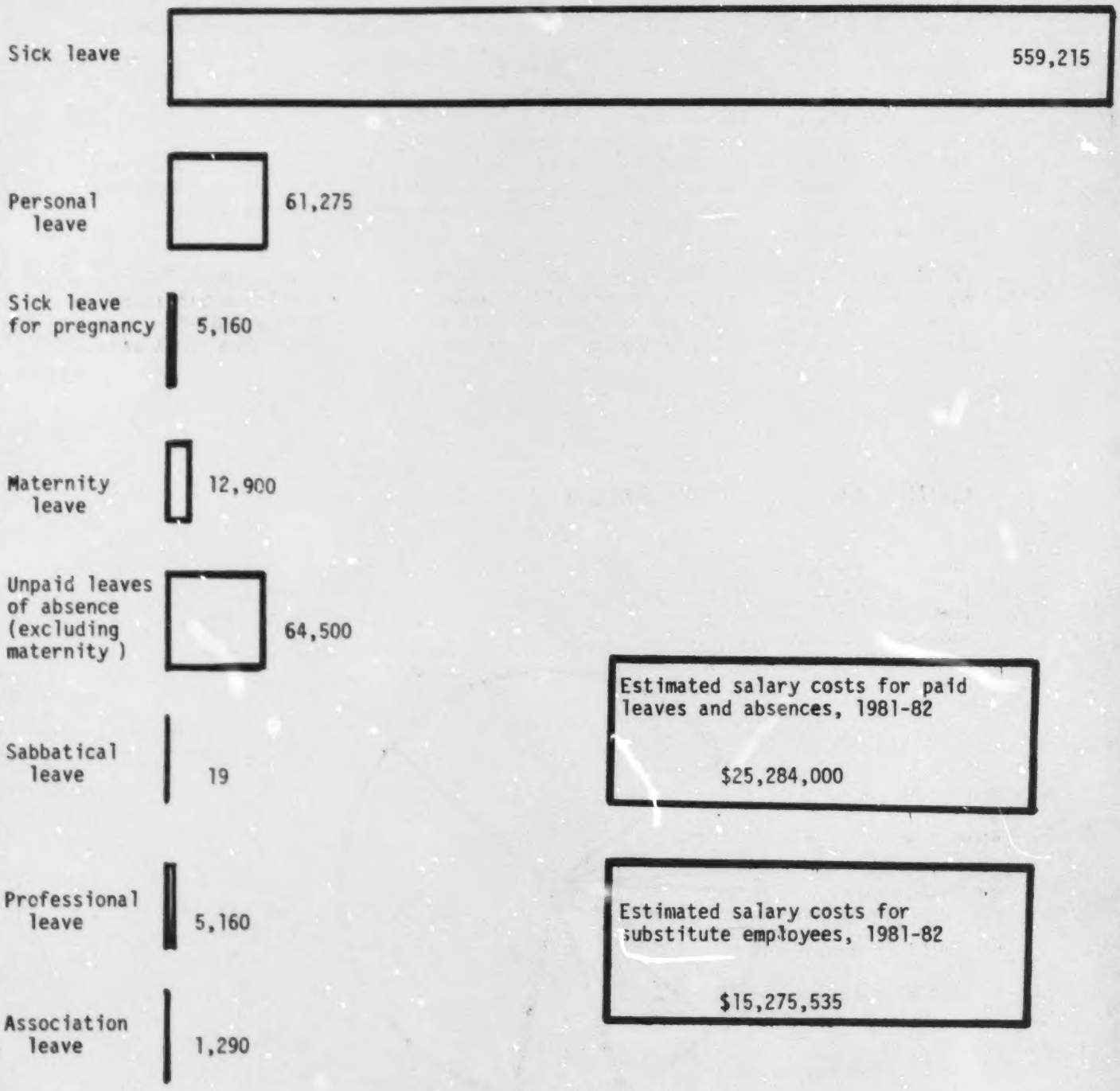
Noncertificated employees are entitled to many of the same leave and absence provisions granted to teachers, plus they are entitled to a vacation each year. With the exception of vacation leave, noncertificated employees use sick leave more than any other type of leave. During the 1981-82 school year, these employees used about 560,000 days of sick leave. Each school district averaged 869 employee sick days which equals nearly 8.7 sick days per employee.

During 1981-82, all leaves and absences combined, with the exception of vacation leave, resulted in over 600,000 days in which regular school employees were absent from their jobs. This translates into a cost of over $25 million for services not performed. In addition, districts paid nearly $15 million for substitutes to replace the regular employees who were absent.

USES OF SICK LEAVE



STATEWIDE USE OF LEAVES (DAYS)



Estimated salary costs for paid leaves and absences, 1981-82

$25,284,000

Estimated salary costs for substitute employees, 1981-82

$15,275,535

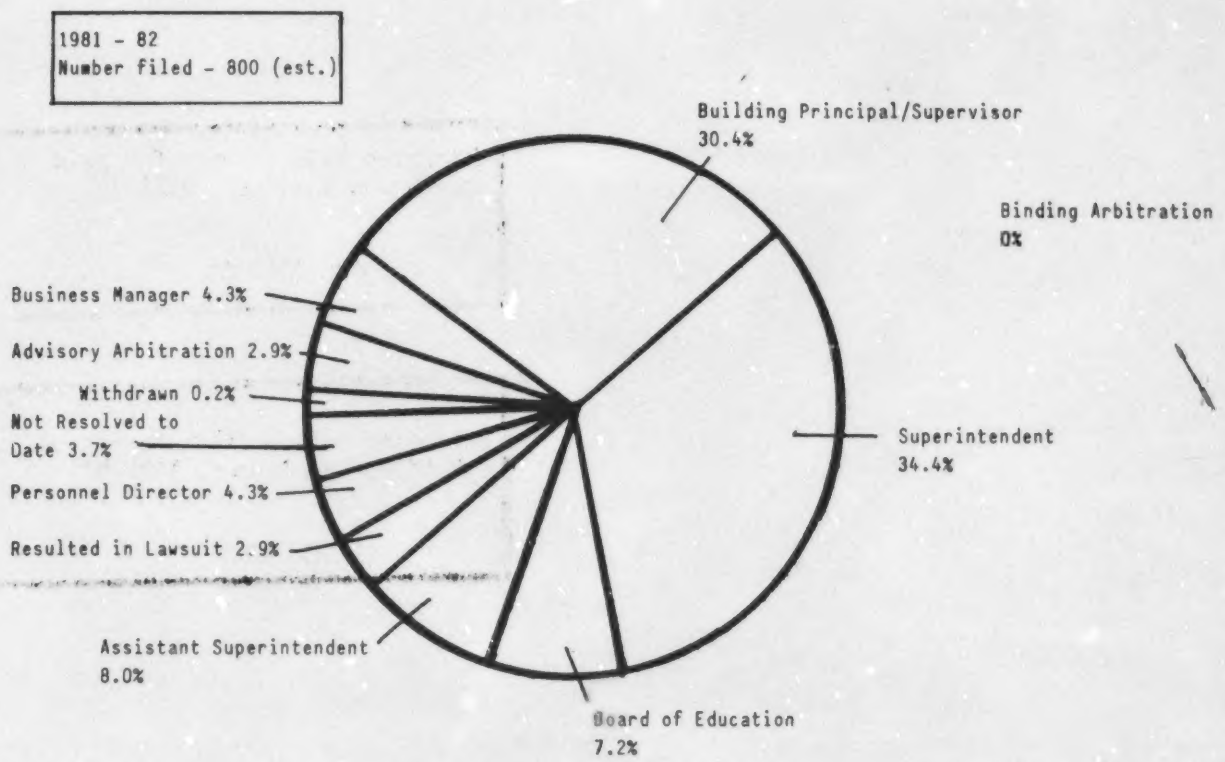
GRIEVANCES

Between 60% - 70% of the collective bargaining contracts with noncertificated employees contain a grievance procedure. Nearly 75% of the districts surveyed reported no employee grievances were filed during the 1981-82 school year; 91% reported 3 or less filings. The remaining 9% of the district having had grievances filed received from 4 to 65 grievances during 1981-82.

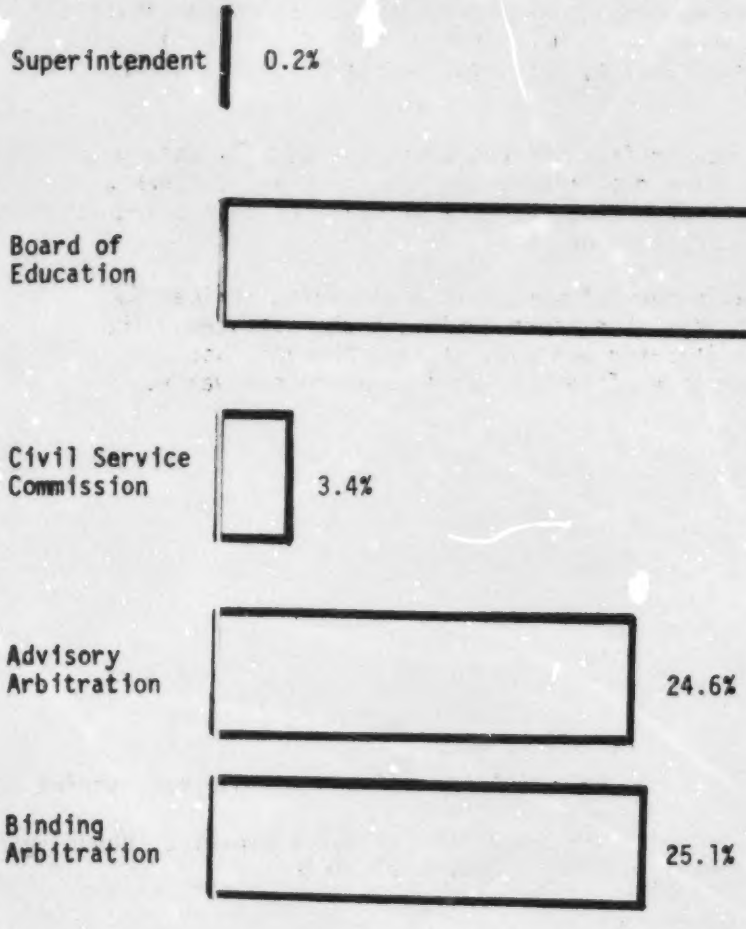
The board of education is most often the negotiated final step in the grievance procedure. However, the superintendent and the building principal or immediate supervisor, who are rarely the final step, settle over two-thirds of the grievances filed.

Of the districts surveyed with a negotiated grievance procedure, about 25% have advisory arbitration as the final grievance step and binding arbitration accounts for another 25%, yet neither was used very often during 1981-82. About 3% of all grievances reported resulted in a lawsuit after the final step.

GRIEVANCE SETTLEMENT



FINAL STEP OF NEGOTIATED GRIEVANCE PROCEDURE



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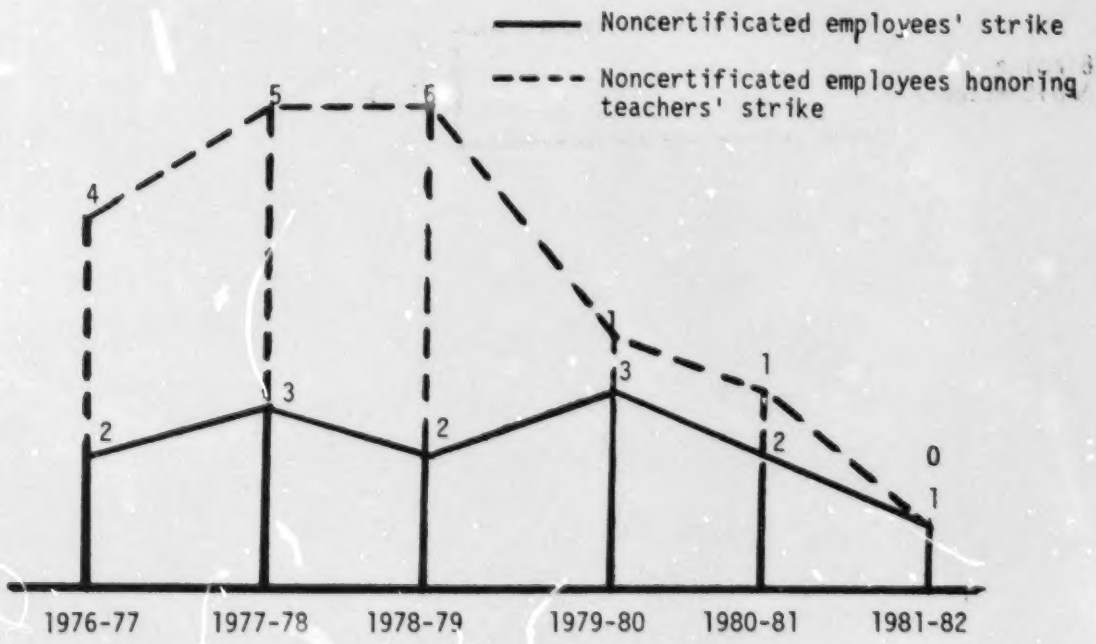
STRIKES

Although strikes by public employees have been prohibited by Ohio Statute since 1947, school districts continue to experience strikes. Strikes by noncertificated employees are relatively few compared to teacher strikes, however noncertificated employees sometimes honor teacher strikes by not crossing the teachers' picket lines.

The issues provoking a strike by noncertificated employees are usually salary and/or fringe benefits. Disputes have most frequently been resolved through a negotiated settlement between the two parties rather than reliance on a third party method such as mediation or arbitration.

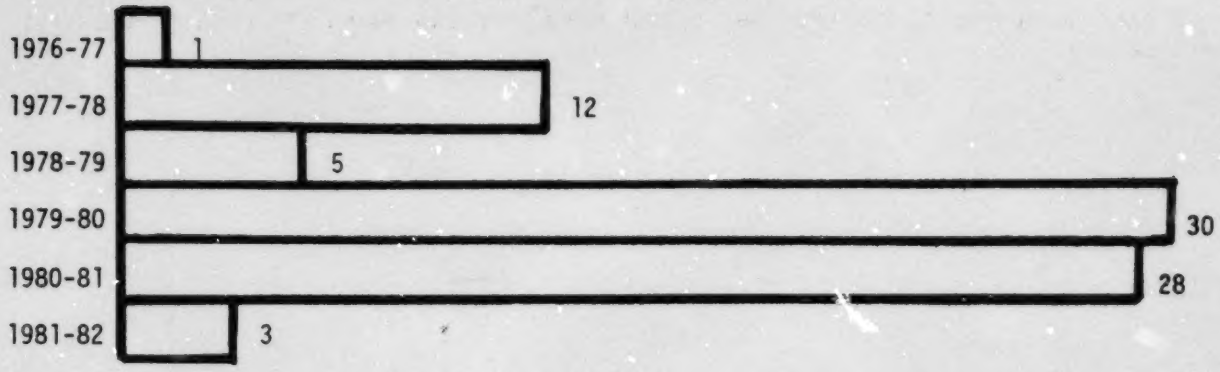
Given far fewer strikes, the total number of work days lost during strikes by noncertificated employees is much less than those during teacher strikes. The average number of days per noncertificated employee strike, however, has closely paralleled the average duration of teacher strikes in recent years.

NUMBER OF STRIKES

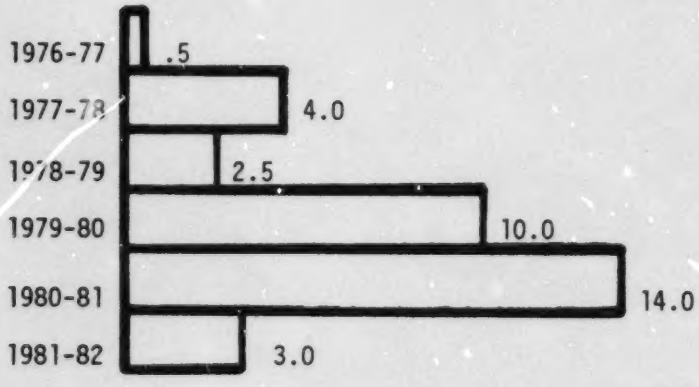


Sources: U. S. Department of Commerce, Bureau of the Census and Bureau of National Affairs, Inc.

WORK DAYS LOST



AVERAGE DAYS PER STRIKE



Sources: U. S. Department of Commerce Bureau of the Census and
Ohio Association of Public School Employees

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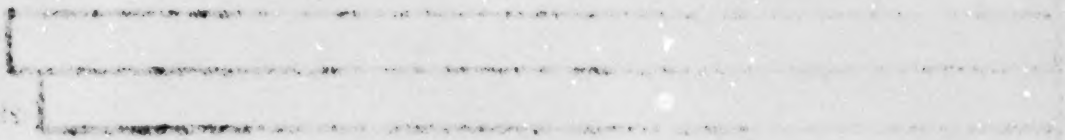
COMPUTATION OF TOTAL COMPENSATION

The total compensation received by a noncertificated employee is significantly greater than his/her base salary. The base salary is only the direct reimbursement an employee receives. Compensation actually goes far beyond his/her take home pay. Each fringe benefit or substitute cost represents another budget item for the employer. Note that the total compensation package increases the employer's cost more than 34% above the cost of the base salary.



Average Noncertificated Employee Salary, 1982-83	$ 11,789.
Average Retirement Contribution (14% Employer Contribution as of 7/83)	1,650.
Workers Compensation Premium	88.
Insurance Benefits (state average)	2,088.
Hospitalization Major Medical Life Prescription drugs Dental Optical Long-term disability Liability	
Cost of Substitute for Absences (survey average)	236.
Severance Pay Liability (survey average)	45.
TOTAL	$ 15,896.

APPENDIX A

NEGOTIATIONS BENCHMARK II

SURVEY FORM

Ohio School Boards Association

P O Box 231 • Westerville, Ohio 43081 • 614-891-6466

July 26, 1982

NEGOTIATIONS BENCHMARK II SURVEY

Dear Superintendent:

In 1977, OSBA published a research report entitled Negotiations Benchmark: Where We Are Today which was based on survey response data from 440 Ohio school districts. The purpose of the 1977 report was to provide board members, administrators, legislators and other interested individuals a "benchmark" regarding collective bargaining practices and the use of statutory and negotiated benefits in school districts as of June 1977.

Five years later, the importance and impact of collective bargaining is undiminished. The purpose of this survey is to gather data about how collective bargaining has affected the administration and personnel practices in Ohio school districts. You need to know the statewide practices in such areas as time spent on negotiations, grievances, strikes, fringe benefits, and the other issues covered in this survey. With your help, OSBA will provide you with an updated "benchmark" on these topics.

Please return this survey to OSBA by August 27, 1982. Afterwards, the data will be tabulated and analyzed, and the results will be published as soon as possible. A copy of the report will be sent to all districts at no charge.

Thank you in advance for your cooperation and assistance. If you have any questions or comments, please contact Robb Stein, John Brandt or me.

Sincerely,

Timothy G. Kremer
Associate Director/Management Information

TGK/pag

serving the public school governing board

NOTE: UNLESS OTHERWISE INDICATED, ALL DATA GIVEN ON THIS QUESTIONNAIRE SHOULD REFLECT THE 1981-82 SCHOOL YEAR.

1.0 IDENTIFICATION

1.1 School District _____

1.2 County _____

1.3 District Type (City, Local, Exempted Village, JVS) _____

2.0 EMPLOYMENT - CERTIFICATED EMPLOYEES

2.1 Total number of regular full and part-time teachers ____

2.2 Total number of teachers with tenure during the 1981-82 school year ____

2.3 Number of newly-employed teachers in September 1981. (This includes all teachers in their first year of service to your district regardless of prior experience or training)

2.4 Number of teachers not renewed in April 1982 who were newly employed in September 1981 ____

2.5 Number of limited teaching contracts not renewed in April 1982 in addition to those in question 2.4 ____

2.6 Number of teachers whose contracts were suspended by a RIF during the 1981-82 school year ____

2.7 Number of teachers retiring following the 1981-82 school year ____

2.8 Severance pay policy: ____% of maximum accumulation of ____ days

2.9 Total severance pay costs for those retiring following 1981-82 school year $____

2.10 Number of days pay represented by the figure in question 2.9 ____ days

2.11 Number of days in the teachers' work year, including parent/teacher conferences and required meeting days ____ days

2.12 Number of hours in the teachers' work day ____ hours

2.13 The most advanced training degree in the teachers' salary schedule (eg. MA, MA+30, Ph.D etc.) ____

2.14 The number of steps on the teachers' salary schedule (excluding longevity steps) ____

3.0 EMPLOYMENT - NON-CERTIFICATED EMPLOYEES

3.1 Total number of regular full- and part-time non-certificated employees ____

3.2 Total number of non-certificated employees on continuing contracts during the 1981-82 school year ____

3.3 Number of limited contracts not renewed in the Spring of 1982 ____

3.4 Number of formal terminations during the 1981-82 school year ____

3.5 Number of non-certificated employees whose contracts were suspended by a RIF during the 1981-82 school year ____

3.6 Number of non-certificated employees retiring following the 1981-82 school year ____

3.7 Severance pay policy: ____% of maximum accumulation of ____ days

3.8 Total severance pay costs for those retiring following the 1981-82 school year $____

3.9 Number of days pay represented by the figure in question 3.8 ____ days

4.0 NEGOTIATIONS

	CERTIFICATED	NON-CERTIFICATED
4.1 Who was the board's chief negotiator during the 1981-82 school year? Indicate with "X"		
Board member	____	____
Superintendent	____	____
Principal	____	____
Treasurer	____	____
Other Administrator	____	____
Outside Negotiator	____	____
Other (specify)	____	____
4.2 The employees' bargaining representative was affiliated with which association? Indicate with "X"		
OEA	____	
OFT	____	
OAPSE		____
AFSCME		____
OTHER (specify)	____	____
NONE	____	____
4.3 Did the 1981-82 negotiations go to impasse? "X" if YES	____	____
4.4 If YES to question 4.3, how was the impasse resolved? Indicate with "X"		
Mediation	____	____
Advisory Arbitration (panel)	____	____
Other (specify)	____	____

NOTE: FOR QUESTIONS 4.5-4.11, PLEASE GIVE YOUR BEST ESTIMATES FOR THE 1981-82 SCHOOL YEAR.

	CERTIFICATED	NON-CERTIFICATED
4.5 Estimated number of individual hours of the board of education used to prepare, discuss and conclude negotiations. (If you had a strike or reached impasse include the board's time involved in preparation and settlement. Remember these are individual hours. If you have a five person board and that board meets for 2 hours that's 10 individual hours.)	____ hours	____ hours
4.6 Estimated number of hours of the superintendent used in the preparation, conduct and development of your negotiated agreements	____ hours	____ hours
4.7 Estimated number of individual hours for other administrators in the preparation, conduct and development of your negotiated agreement (include treasurer)	____ hours	____ hours
4.8 Estimated number of individual hours for clerical or non-administrative employees in the preparation, conduct and development of your negotiated agreement	____ hours	____ hours
4.9 Estimated cost to the board for the preparation and distribution of the negotiated agreement	$____	$____
4.10 Estimated cost of an outside negotiator if one was used during negotiations	$____	$____
4.11 Estimated cost of legal fees related to the preparation or conduct of negotiations	$____	$____

5.0 STRIKES

	CERTIFICATED	NON-CERTIFICATED
5.1 Did your school district have a strike during the past five school years? "X" if YES		
1977-78	____	____
1978-79	____	____
1979-80	____	____
1980-81	____	____
1981-82	____	____
5.2 Number of school days during which a strike was in progress		
1977-78	____ days	____ days
1978-79	____ days	____ days
1979-80	____ days	____ days
1980-81	____ days	____ days
1981-82	____ days	____ days

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	CERTIFICATED	NON-CERTIFICATED
5.3 Number of days in which schools were closed by a strike		
1977-78	_____ days	_____ days
1978-79	_____ days	_____ days
1979-80	_____ days	_____ days
1980-81	_____ days	_____ days
1981-82	_____ days	_____ days
5.4 Number of days made up as part of the strike settlements		
1977-78	_____ days	_____ days
1978-79	_____ days	_____ days
1979-80	_____ days	_____ days
1980-81	_____ days	_____ days
1981-82	_____ days	_____ days

6.0 GRIEVANCES

	CERTIFICATED	NON-CERTIFICATED
6.1 Do you have a negotiated grievance procedure? "X" if YES	_____	_____
6.2 What is the final step of your negotiated grievance procedure? Indicate with "X"		
Superintendent	_____	_____
Board of Education	_____	_____
Civil Service Commission		_____
Advisory Arbitration	_____	_____
Binding Arbitration	_____	_____
Other (specify)	_____	_____
6.3 Number of grievances filed during 1981-82 school year	_____	_____
6.4 Number of grievances during the 1981-82 school year which were settled at each of the following steps? Indicate with "X"		
Building Principal/Immediate Supv.	_____	_____
Business Manager	_____	_____
Personnel Director	_____	_____
Assistant Superintendent	_____	_____
Superintendent	_____	_____
Board of Education	_____	_____
Advisory Arbitration	_____	_____
Binding Arbitration	_____	_____
Not resolved to date	_____	_____
Withdrawal	_____	_____
6.5 Number of grievances during the 1981-82 school year which resulted in a lawsuit after the final step?	_____	_____

7.0 LEAVES AND ABSENCES

	CERTIFICATED	NON-CERTIFICATED
7.1 Total number of sick leave days used during 1981-82 school year	_____ days	_____ days
7.2 Number of days of sick leave used for:		
Personal illness	_____ days	_____ days
Pregnancy	_____ days	_____ days
Family illness	_____ days	_____ days
Family death	_____ days	_____ days
7.3 Maximum accumulation of sick leave per employee, per year	_____ days	_____ days
7.4 Number of personal leave days allowed per employee, per year:		
Restricted	_____ days	_____ days
Unrestricted	_____ days	_____ days
7.5 Total number of personal leave days used during 1981-82 school year	_____ days	_____ days
7.6 Total number of paid professional leave days used during 1981-82 school year	_____ days	_____ days
7.7 Total number of sabbatical leave days used during 1981-82 school year	_____ days	_____ days
7.8 Total number of leave days used for association business during 1981-82 school year	_____ days	_____ days
7.9 Total number of days used for unpaid leaves of absence during 1981-82 school year	_____ days	_____ days
7.10 Number of days of unpaid leaves of absence used for:		
Maternity/paternity/adoption	_____ days	_____ days
Medical/disability	_____ days	_____ days
Other (specify)	_____ days	_____ days
7.11 Total number of days substitutes were used during 1981-82 school year	_____ days	_____ days
7.12 Total dollars paid for substitutes during 1981-82 school year	$_____	$_____

Person completing this survey: Name _____

Title _____

Date _____

Thank you for your cooperation. Please return this survey to OSBA Benchmark Survey, P. O. Box 231, Westerville, Ohio 43081 by AUGUST 27, 1982.

APPENDIX B:

LIST OF RESPONDING DISTRICTS

Allen County

Bluffton Exempted Village
Delphos City
Elida Local
Lima City

Ashtabula County

Ashtabula County JVS
Geneva Area City

Athens County

Federal Hocking Local

Auglaize County

Minster Local
New Bremen Local
New Knoxville Local

Belmont County

Barnesville Exempted Village
Bellaire City
Belmont-Harrison Area JVS
Bridgeport Ex. Village

Butler County

Butler County JVS
Edgewood City

Carroll County

Carrollton Ex. Village

Champaign County

Triad Local
West Liberty-Salem

Clark County

New Carlisle-Bethel Local
Northeastern Local
Northwestern Local
Southeastern Local
Springfield & Clark County JVS
Springfield Local

Clermont County

Bethel-Tate Local
Goshen Local
Williamsburg Local

Clinton County

Blanchester Local
East Clinton Local
Wilmington City

Columbiana County

Beaver Local
Columbiana County JVS
Crestview Local
East Palestine City
Lisbon Ex. Village
Salem City
United Local

Coshocton County

Coshocton City
Coshocton County JVS
Ridgewood Local

Crawford County

Buckeye Central Local
Bucyrus City
Colonel Crawford Local

Cuyahoga County

Bay Village City
Brecksville-Broadview Heights City
Cuyahoga Heights Local
Cuyahoga Valley JVS
East Cleveland City
Fairview Park City
Garfield Heights City
North Olmsted City
North Royalton City
Polaris JVS
Richmond Heights Local
Shaker Heights City
Solon City
Westlake City

Darke County

Arcanum-Butler Local
Mississinawa Valley Local

Defiance County

Ayersville Local
Central Local
Defiance City
Hicksville Ex. Village

Delaware County

Delaware City-County JVS

Erie County

Huron City
Margaretta Local
Perkins Local

Fairfield County

Amanda-Clearcreek Local
Berne Union Local
Pickerington Local

Franklin County

Bexley City
Canal Winchester Local
Columbus City
Eastland JVS
Gahanna-Jefferson City
Grandview Heights City
Hamilton Local
Plain Local
Reynoldsburg City
Westerville City
Whitehall City

Fulton County

Evergreen Local
Pettisville Local
Wauseon Ex. Village

Gallia County

Gallia-Jackson-Vinton JVS

Geauga County

Berkshire Local
Newbury Local
West Geauga Local

Greene County

Beavercreek Local
Cedar Cliff Local
Greene JVS
Sugarcreek Local

Guernsey County

Cambridge City
East Guernsey Local
Rolling Hills Local

Hamilton County

Cincinnati City
Deer Park City
Madeira City
Mariemont City
Northwest Local
Oak Hills Local
Reading Community City
St. Bernard-Elmwood Place City
Southwest Local
Wyoming City

Hancock County

Cory-Rawson Local
Van Buren Local

Hardin County

Ada Ex. Village
Riverdale Local

Henry County

Napoleon City

Highland County

Greenfield Ex. Village

Huron County

Bellevue City
Monroeville Local
New London Local
Norwalk City
Willard City

Jefferson County

Jefferson County JVS
Steubenville City

Knox County

Centerburg Local
Knox County JVS
Mount Vernon City

Lake County

Mentor Ex. Village
Painesville City
Perry Local
Willoughby-Eastlake

Lawrence County

Chesapeake Ex. Village
Fairland Local
South Point Local
Symmes Valley Local

Licking County

Licking Valley Local
North Fork Local

Lorain County

Avon Lake City
Elyria City
Lorain City
North Ridgeville City
Oberlin City
Sheffield-Sheffield Lake City
South Amherst Local

Lucas County

Oregon City
Springfield Local
Toledo City
Washington Local

Mahoning County

Austintown Local
Campbell City
Jackson-Milton Local
Mahoning County JVS
Poland Local
South Range Local
Springfield Local
Struthers City
Western Reserve Local
Youngstown City

Marion County

Elgin Local
Marion City
Tri-Rivers JVS

Medina County

Cloverleaf Local
Medina JVS
Wadsworth City

Mercer County

Celina City
Coldwater JVS
Marion Local
Parkway Local
Southwest Local

Miami County

Miami East Local
Milton-Union Ex. Village
Newton Local
Piqua City
Tipp City Ex. Village
Troy City
Upper Valley JVS

Montgomery County

Brookville Local
Centerville City
Dayton City
Huber Heights City
Kettering City
Miamisburg City
Montgomery County JVS
New Lebanon Local
Oakwood City
Trotwood-Madison City
Valley View Local
Vandalia-Butler City

Morrow County

Mt. Gilead Ex. Village

Muskingum County

East Muskingum Local
Tri-Valley Local
West Muskingum Local
Zanesville City

Noble County

Caldwell Ex. Village

Ottawa County

Danbury Local

Paulding County

Antwerp Local

Perry County

Crooksville Ex. Village
New Lexington City
Northern Local
Southern Local

Pickaway County

Circleville City
Teays Valley Local

Pike County

Pike County JVS
Waverly City
Western Local

Portage County

Aurora City
Maplewood Area JVS
Southeast Local
Streetsboro City
Windham Ex. Village

Preble County

Eaton City

Putnam County

Leipsic Local
Ottoville Local

Richland County

Mansfield City
Plymouth Local
Shelby City

Ross County

Pickaway-Ross JVS
Scioto Valley
Zane Trace Local

Sandusky County

Clyde-Green Springs Ex. Village
Gibsonburg Ex. Village
Vanguard JVS

Scioto County

Bloom Local
Green Local
Minford Local
New Boston Local
Northwest Local
Portsmouth City

Seneca County

Tiffin City

Shelby County

Botkins Local
Hardin-Houston Local
Jackson Center Local
Russia Local

Stark County

Canton City
Jackson Local
Northwest Local
Osnaburg Local
Stark County Area JVS

Summit County

Akron City
Barberton City
Hudson Local
Manchester Local
Mogadore Local
Nordonia City
Portage Lakes JVS
Stow City
Woodridge Local

Trumbull County

Joseph Badger Local
Labrae Local
Lakeview Local
Lordstown Local
Maplewood Local
McDonald Local
Newton Falls Ex. Village
Southington Local

Tuscarawas County

Dover City
Garaway Local
Indian Valley Local
New Philadelphia City
Strasburg-Franklin Local

Van Wert County

Crestview Local
Van Wert City
Vantage JVS

Warren County

Mason Local

Washington County

Washington County JVS

Wayne County

Chippewa Local
Green Local
Northwestern Local
Orrville City
Rittman Ex. Village
Southeast Local
Wayne County JVS

Williams County

Millcreek-West Unity Local
Montpelier Ex. Village

Wood County

Eastwood Local
Elmwood Local
Lake Local
North Baltimore Local
Northwood Local
Otsego Local
Penta County JVS

Wyandot County

Upper Sandusky Ex. Village